

**Neighbourhood
Improvement
Program:**

**An
Evaluation**

final report

**Prepared by:
Project Planning Branch
For:
Community Renewal Branch
July 1981**



Ministry of
Municipal Affairs
and Housing



NEIGHBOURHOOD IMPROVEMENT PROGRAM: AN EVALUATION

PREFACE

The Neighbourhood Improvement Program (NIP) was established to assist municipalities to upgrade living conditions in residential areas. Seventy-one Ontario municipalities have participated in this Program, undertaking projects ranging from the installation of storm sewers to the purchase and renovation of a community theatre.

In the summer of 1980 the Assistant Deputy Minister of Community Planning and the Community Renewal Branch of the Ministry of Housing (the Provincial administrators of the Program) requested the Project Planning Branch to prepare an evaluation of Ontario's Neighbourhood Improvement Program looking at:

- the community impacts of the Program: Did the project achieve physically and socially what it set out to do and were there any unforeseen impacts?
- the NIP process: Did program delivery operate as effectively and efficiently as possible.

On July 3, 1981, the functions of the Ministry of Housing were transferred to the Ministry of Municipal Affairs and Housing. This report was prepared prior to this date, so we have retained the references to the Ministry of Housing throughout.

We would like to thank the many people who assisted us in this evaluation and without whom it would not have been possible. These included elected municipal representatives, municipal staff, NIP area residents and local realtors in the seven study communities: Cochrane, Etobicoke, Goderich, Grimsby, Ottawa, Prescott and Thunder Bay. Planners in the Community Renewal Branch also provided background information to us. A list of the persons who contributed to this study may be found at the back of this report in Appendix A. Appendices B to E can be found in a separate volume: Technical Report.

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1

Introduction

NEIGHBOURHOOD IMPROVEMENT PROGRAM: AN EVALUATION

1. INTRODUCTION

1.1 BACKGROUND

The main purpose of NIP was:

to encourage and support efforts of municipalities in concert with residents, toward the improvement of the physical environment of the neighbourhood and the development of social and recreational amenities.*

NIP was the successor to the Federal-Provincial Urban Renewal Program some aspects of which by 1968 had become unpopular. The Urban Renewal Program had been primarily directed toward the clearance of deteriorating or deteriorated neighbourhoods, and their replacement by new, usually high density, housing.

By the end of the sixties the philosophy and implementation of the Program were under fire. The completed projects were not having the results anticipated; concerns about older slum neighbourhoods were giving way to serious concerns about vandalism, social alienation and the emerging low income ghettos created in the new renewal projects.** The Program was not universally applicable and some areas requiring assistance were not eligible.

Consequently, the Neighbourhood Improvement Program was formulated, and in contrast it stressed a comprehensive program of local upgrading of public facilities and services: both hard and soft. It was to be universally available to all municipalities regardless of size. Displacement of existing residents was to be kept to a minimum and NIP was complemented by the Residential Rehabilitation Assistance Program (RRAP) which provided financial assistance to homeowners to carry out basic repairs to their properties.

* p. 1, Neighbourhood and Residential Improvement Division, CMHC, Evaluation of the Neighbourhood Improvement Program: Main Report, April 1979.

** Centre for Urban and Community Studies, Urban Renewal, A Collection of Papers, 1968.

Figure 1, below, sets out the specific Program objectives. NIP was cost-shared by three levels of government: Federal, Provincial and Municipal. The Federal Government, through then the Central Mortgage and Housing Corporation (CMHC), contributed 50 percent of the total cost of improvements to soft services and to the administrative cost of the planning and selection stages. It also contributed 25 percent to the cost of hard services.*

TABLE 1

<u>Cost-Sharing Contributions to NIP</u> <u>Projects in Ontario</u>		
	<u>\$Million</u>	<u>% of Total</u>
Federal Contribution	50.6	37
Provincial Contribution	34.3	25
Municipal Contribution	<u>51.9</u>	<u>38</u>
Total	136.8	100
Source: Management Planning and Evaluation Branch, Ontario Ministry of Housing, NIP; A <u>Program Performance Appraisal, 1980.</u>		

* Appendix B in the Technical Report contains a detailed outline of the Neighbourhood Improvement Program.

Figure 1Neighbourhood Improvement Program Objectives*

1. To improve those residential neighbourhoods which show evidence of need and of potential viability.
2. To improve and maintain the quality of the physical environment of the neighbourhood.
3. To improve the amenities of neighbourhoods.
4. To increase the effect of related programs.
5. To improve the neighbourhood in a manner which meets the aspirations of neighbourhood residents and the community at large.
6. To deliver the program in a manner which allows decisions to be made within known funding and time limits.

* Source: Central Mortgage and Housing Corporation and the Province of Ontario, Neighbourhood Improvement Program Administration Guide, October 1975.

The Province of Ontario paid 25 percent of the total project cost, regardless of whether dollars were spent on hard or soft services. NIP was also the first federal government program to include a "sunset clause" to ensure automatic termination in five years. The Program began in 1973 and the allocation of funds for new projects was terminated in March 1978. Not all NIP monies have been spent yet and many projects begun toward the end of the Program still remain to be completed.

A total of 134 projects, costing approximately \$137 million were carried out in Ontario under NIP. The estimated Provincial share of these projects will be \$34 million.

Municipalities were selected annually by the Province in consultation with the Municipal Liaison Committee and CMHC.

Approximately one half of these dollars went to social or recreational amenities, a third to hard service improvements, and the remainder to administration, including the neighbourhood selection and planning stages.

The average Provincial expenditure per capita will be about \$9.30 per resident in NIP municipalities and \$96.25 per resident in NIP areas (based on the population in 130 of the 134 areas). The average Provincial expenditure per NIP municipality is \$483,098*; for all dollars spent it will be \$1,925,352 per municipality.

Of the 71 Ontario municipalities participating in NIP, 31 (44%) had less than 10,000 population; 30 (42%) had between 10,000 and 100,000 population and 10 (14%) had more than 100,000.

1.2 STUDY APPROACH

The purpose of our review was to evaluate the NIP process and projects with a view to assessing the community impacts, positive and negative.

Not all the NIP projects have been completed as yet. Some began as late as 1978, the year the program ended. Consequently we decided to look in detail at a representative sample of finished or nearly finished projects across the Province.

* p. 16, Management Planning and Evaluation Branch, NIP: A Program Performance Appraisal, September 1980.

We used four criteria to select the case studies:

- 1) The NIP project must be completed or sufficiently complete to enable us to evaluate project impacts.
- 2) Municipalities must represent the four geographic regions of the Province: the north, east, central and south-west.
- 3) Both large and small municipalities should be represented.
- 4) The projects should reflect the wide range of improvements carried out under NIP.

The selected projects were:

Hillcrest, Cochrane
 Laburnham, Etobicoke
 East Side, Goderich
 Grimsby Beach, Grimsby
 Centretown 4, Ottawa
 Project 1, Prescott
 Ogden-East End, Thunder Bay.

To simplify the assessment, we divided the evaluation into three main areas of investigation:

- (1) Program Objectives: Whether the explicit objectives of the program were met
- (2) Community Impacts: What positive and negative community impacts resulted
- (3) Program Delivery: How effectively the program was administered

Next we determined the specific program objectives, community impacts and program features we wanted to evaluate; then we established criteria that we could use to measure the achievement of success or lack of success. Both the objectives and the criteria are set out in Appendix C contained in the Technical Report.

Where possible we wanted to utilize hard data to measure the effectiveness of the Program; for example, the actual amount of residential rehabilitation that has occurred or the socio-economic changes (or lack of) in the neighbourhood. We realized, though, that in a number of instances we would have to rely on opinions and impressions of local people because the information would simply not be available. This was true, for instance, with the socio-economic data. Most changes in population, household size, income etc. as a result of the Program would have taken place between the 1976 and 1981 Census years. That detailed information will not be available for several more years at least. This delay may also be true for some community-level impacts, such as new private developments which will not become apparent until several years after the project is completed.

Nevertheless we believed that we could identify the immediate and most direct NIP impacts.

To develop our evaluation base, we held fairly structured interviews with persons in each selected community. A set of typical questions is included in Appendix D. We also examined municipal and consultant reports, program files and newscippings when available.

1.3 OUTLINE OF THE REPORT

The following chapter contains a summary of each of the seven case studies. These studies include a description of the neighbourhood and of the project, an analysis of the local effects and an assessment of whether the program objectives were met.

Chapter 3 draws together the conclusions from each of the case studies and the fourth chapter suggests new directions and approaches for new community improvement programs.

Appendices B to E are contained in a separate volume entitled: Technical Report.



2

Case Studies

2. CASE STUDIES

2.1 OVERVIEW

The seven case study communities reflect the wide range of municipalities involved in NIP. Cochrane and Prescott, the smallest, for instance, had populations in the vicinity of 5,000 persons in 1976, while Ottawa, the largest, had a population of about 304,500.

Table 2, following, sets out the key characteristics of the case study municipalities and NIP areas, as well as the amount of NIP money spent in each.

The neighbourhood improvement areas also differed substantially among the various municipalities. The largest in size was Ogden-East End in Thunder Bay with 2710 households on 219 hectares (540 acres). The smallest area was Hillcrest in Cochrane on 8 hectares (21 acres) with 60 households.

All were older neighbourhoods and all had a significant number of houses requiring repair or beyond repair.

TABLE 2

NIP Area Characteristics

Characteristics	NIP Area						
	Hillcrest	Laburnham	East Side	Grimsby Beach	Centre-town 4	Project 1	Ogden-East End
Municipality	Cochrane	Etobicoke	Goderich	Grimsby	Ottawa	Prescott	Thunder Bay
Municipal Population (1976)	4,974	293,753	7,385	15,567	304,462	4,975	111,476
NIP Area Population (1976)	222	806	1,075	450	2,900	3,337	8,831
Total NIP \$	138,604	2,279,637*	1,950,816	534,816	625,650	3,001,731	2,060,905
\$ / NIP Area Resident	624	2,650	1,814	1,188	216	900	233
Size of NIP Area (hectares)	8	19	83	61	29	102	219
No. of Households	60	230	516	189	1,046	1,025	2,710
% of Houses Requiring or Beyond Repair	55	35	53	35	90	53	25
No. of RRAP Loans (Feb. 1981)	9	3	3**	67	254	230	177
No. of OHRP Loans (to Feb. 1981)	0	0	6	10	0	68	0

* There is still a reserve of \$300,000

** RRAP began in September, 1980 in Goderich.

Cochrane

Example of new
house constructed
after implementa-
tion of N.I.P.



Huron Road
(Improvements
included, road
paving and side-
walk installa-
tion)



Hillcrest Adventure
Park



2.2 COCHRANE

2.2.1 Summary

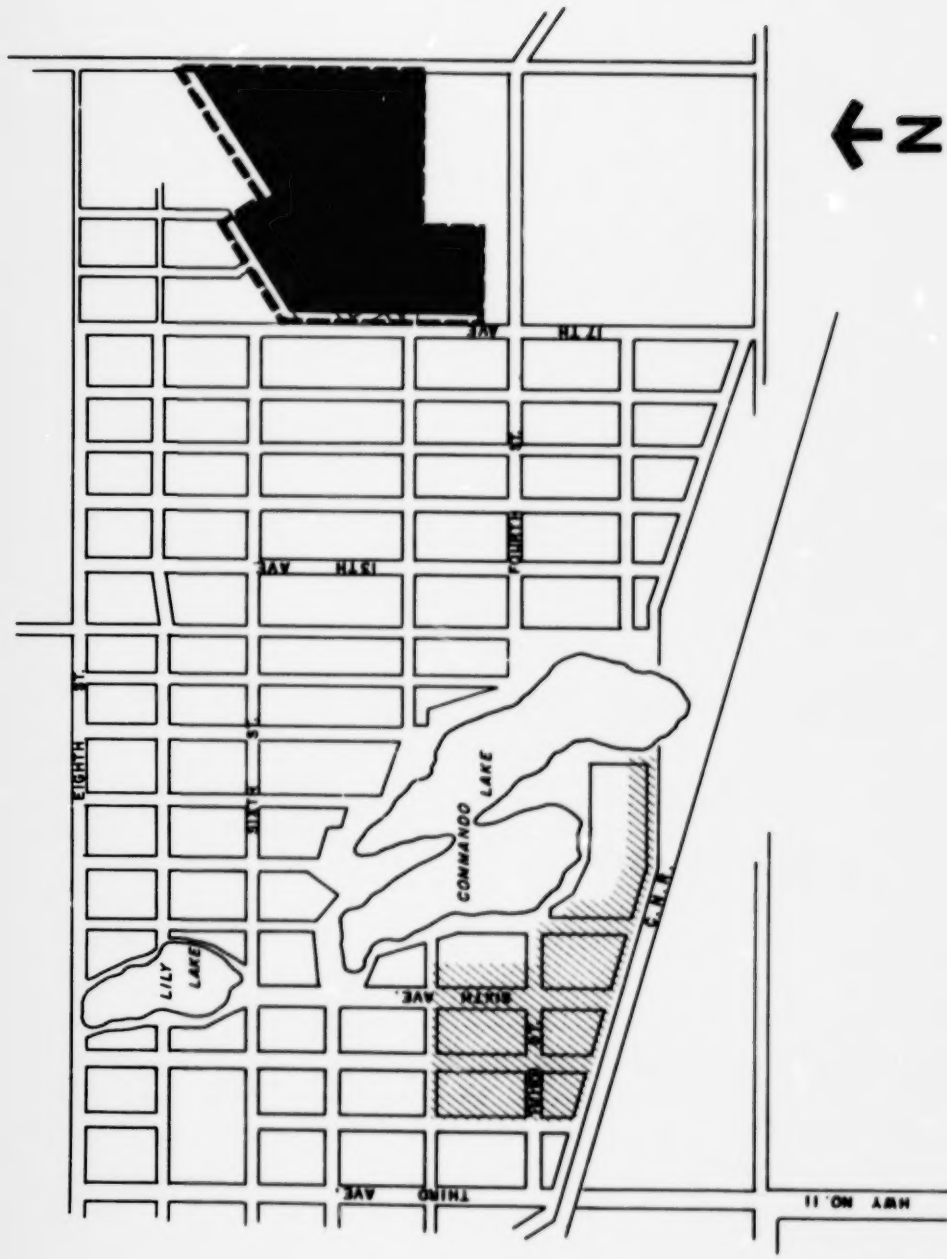
Prior to NIP, the Hillcrest neighbourhood was generally rundown and in need of improvements. There was no parkland in the area; there were no hard services and the roads were not paved. A fairly large capital expenditure was required to provide these basic municipal services, and until NIP was initiated the Town could not afford to undertake these works.

The projects completed under NIP resulted in significant improvements to Hillcrest and greatly benefitted not only the neighbourhood, but the whole town as well.

The key features of this NIP project in Cochrane were:

- . hard service improvements including storm sewer installation, road paving, sidewalk construction and street lighting (See Map 2). These works complemented other recent improvements undertaken by the Town in Hillcrest; namely, installation of sanitary sewers and a watermain.
- . one soft service improvement, the construction of a 2 hectare playground/park (See Map 3).
- . construction of approximately 20 new houses in the neighbourhood since the NIP program was implemented.
- . no extensive public participation program; only two public meetings were held.
- . total amount of money spent was \$138,604, with the provincial share being \$34,651.*
- . no extension of deadlines was necessary. Hillcrest was selected as a NIP area in October 1974 and all projects were completed by the scheduled target date of September 1978.

* Note: In 1975 the minimum level of funding was raised to \$150,000, Hillcrest was approved prior to that date.



Hillcrest N.I.P. Area

C.B.D.

Cochrane

2.2.2 Background

The Town of Cochrane is located approximately 60 miles north of Timmins on Highway 11 at the main junction of the Ontario Northland and Canadian National Railway lines. Its economy is fairly diversified and, therefore, is relatively free from the economic uncertainties and population fluctuations of a town based on a single industry or natural resource.

The Hillcrest Neighbourhood is located on the northeastern fringe of the Town. This neighbourhood was annexed to Cochrane in 1969 and was one of the Town's two NIP areas.* Despite the absence of services Hillcrest was considered part of the larger urban area and as such was a logical choice for inclusion within the Town's boundaries.

Table 3 compares the socio-economic and housing characteristics of the Town of Cochrane and Hillcrest Neighbourhood. The Hillcrest Neighbourhood was generally rundown and in need of improvements. The neighbourhood was occupied mainly by homeowners, however, indicating some degree of stability.

There was no parkland in the neighbourhood and no hard services prior to NIP. The only source of fresh water was a central tap located on Seventeenth Avenue. Septic tanks and outhouses were the only mode of disposing of sewage. A large capital expenditure was required to undertake improvements.

* The other NIP area is called West Annex.

TABLE 3

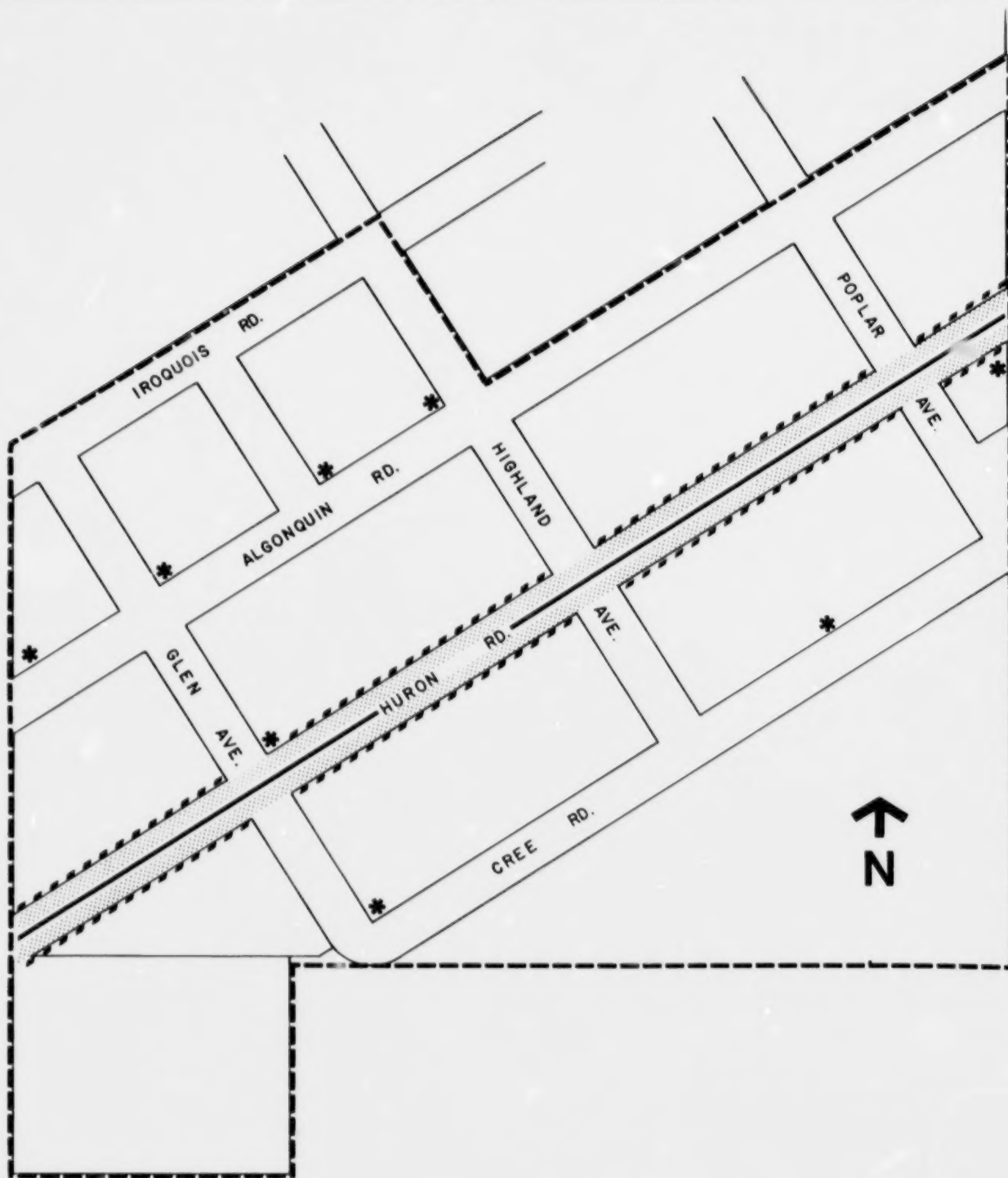
<u>Socio-Economic and Housing Characteristics of Cochrane and Hillcrest (1976)</u>		
	<u>Cochrane</u>	<u>Hillcrest</u>
Population	4,974	222
Number of Households	1,455	60
Average Household Size	3.2	3.7
Tenure - Homeowners	58%	80%
Tenants	42%	20%
Source: Census 1971, 1976 and <u>Cochrane, Ontario, Town of Cochrane</u>		

2.2.3 Neighbourhood Improvement Program

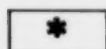
The selection of Hillcrest as a NIP area was made in October 1974 and the Program was completed by September 1978. The cost of the improvements totalled \$138,604. The expenditures are detailed on Table 4.

The actual projects completed under NIP were:

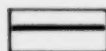
- . Construction of a 2 hectare playground/park that included not only playground equipment for children, but also landscaping of sufficient open space for other activities.
- . Provision of adequate surface drainage with the installation of storm sewers along Huron Road.
- . Construction of sidewalks along both sides of Huron Road.
- . Paving of Huron Road, now the only road in the neighbourhood that is asphalt-covered.
- . Provision of street lights throughout Hillcrest.
- . Provision of new house numbers for the area.



LEGEND



Streetlights



Storm Sewers

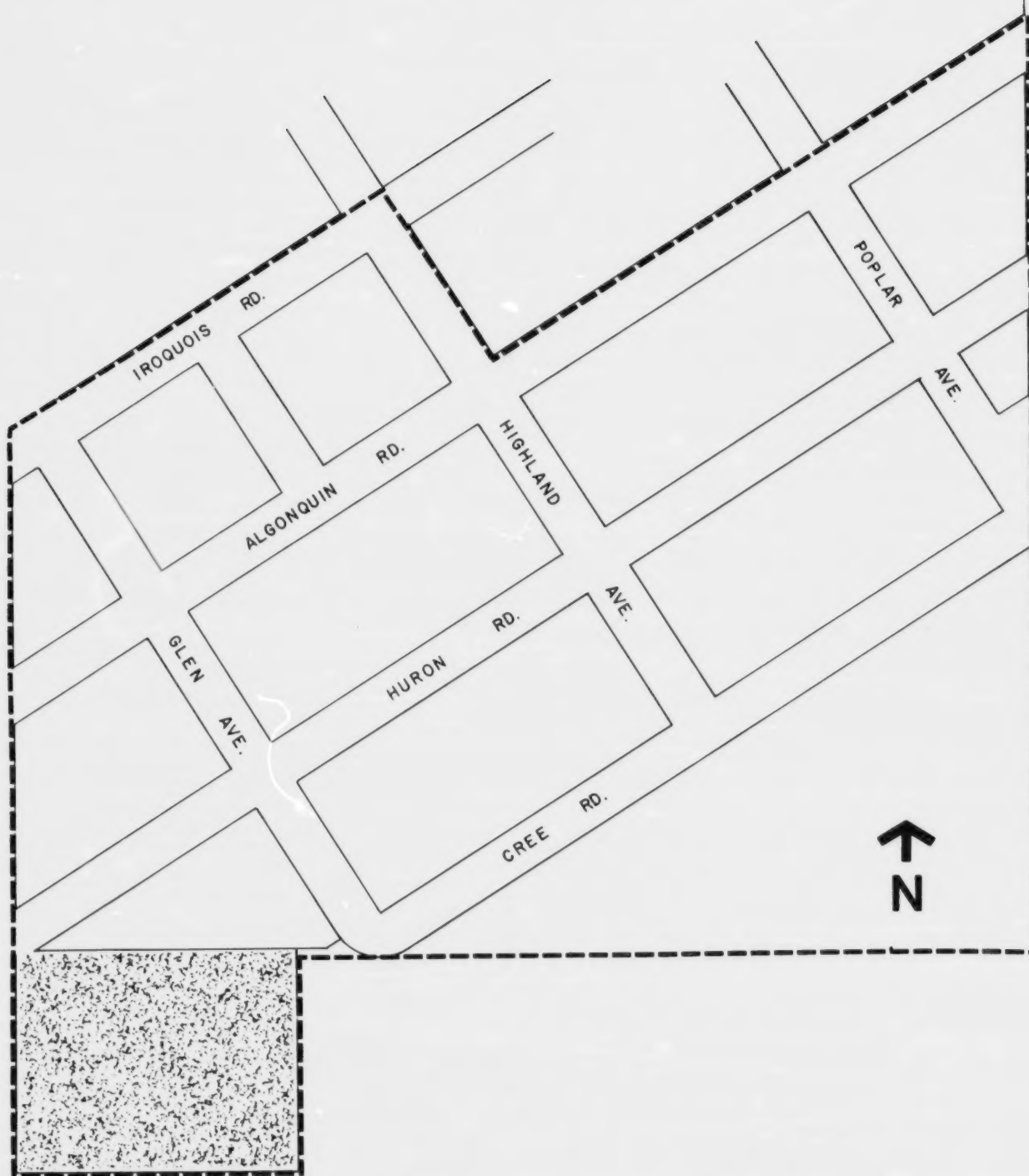


Road Re-Surfacing and
Sidewalk Construction

**HARD SERVICES
HILLCREST N.I.P. AREA**

Cochrane

map 2



LEGEND



Park-Playground

**SOFT SERVICES
HILLCREST N.I.P. AREA**

Cochrane

map 3

TABLE 4

Breakdown of Expenditures for the Hillcrest
NIP Project

	<u>Total</u> \$	<u>Federal</u> \$	<u>Provincial</u> \$	<u>Municipal</u> \$
Planning	(15,000)	(7,500)	(3,750)	(3,750)
Social/ Recreational Facilities	86,809 (53,747)	43,405 (26,874)	21,702 (13,437)	21,702 (13,436)
Services/ Utilities	46,108 (59,000)	11,527 (29,500)	11,527 (14,750)	23,054 (14,750)
Administration	5,687 (8,473)	2,843 (4,236)	1,422 (2,119)	1,422 (2,118)
TOTAL	\$ 138,604 (136,220)	\$ 57,775 (68,110)	\$ 34,651 (34,056)	\$ 46,178 (34,054)

(estimated costs)

Source: Town of Cochrane - NIP Application and Final NIP
Claim Form (March 1979)

Although the provision of hard services to the area was necessary, far more money was spent on soft services, indicating the importance of the playground facility to neighbourhood residents.

A total of \$86,809 (or 63% of total NIP expenditures) was used to construct the 2 hectare playground/park.

It should be noted, however, that the park serves the whole of Cochrane, not just the Hillcrest neighbourhood.

Generally, the improvements to the Hillcrest area upgraded the neighbourhood to an acceptable community standard and enabled the residents to have increased pride in their surroundings. This was demonstrated by the substantial amount of private rehabilitation that was subsequently carried out.

Together with NIP the Town used a grant from Ministry of Environment to install sewer and water services to Hillcrest. The Town also received funds from the Ministry of Transportation and Communications (MTC). MTC provided a subsidy of \$11,526 for the reconstruction of Huron Road. This helped reduce the NIP debt-load on the municipality and the Town debentured only \$40,000 to cover its portion of NIP financing. The servicing of this debt is not creating any undue hardship for the Town.

NIP funds were insufficient to fully develop the adventure playground. The Town was able to generate the extra \$40,000 required from the following private and public sources:

- . \$10,000, Ministry of Culture and Recreation
- . \$15,000, Wintario
- . \$15,000, Private clubs and local organizations (e.g. Kiwanis, Kinsmen).

The Town Clerk administered NIP, although consultants prepared the redevelopment plan and the works department carried out the actual construction of the hard and soft services. This increased significantly the workload of existing municipal staff, but there were no major problems experienced.

The Town Clerk was also responsible for distributing the RRAP and OHRP (Ontario Home Renewal Program) loans.

Although there were not a lot of RRAP applicants, only eight, a large amount of private rehabilitation of houses did take place. About 30 homes over a three year period were fixed up.

In addition, since the start of NIP, approximately twenty new houses have been built in the neighbourhood. This represents a 33 percent increase in the total housing stock of Hillcrest.

Public participation was an important objective of NIP, when the program was initially designed. In the Hillcrest NIP area, public interest was present, but the actual number of residents who participated (attended meetings) was not large and only two public meetings were held.

Although area residents are satisfied with the improvements thus far under NIP, they would like to see paving of the remaining neighbourhood streets and sidewalk construction carried out in the future.

With respect to other major community improvements which are required, the Town is presently concerned with seeking the financing for a trunk sanitary sewer to be built around Commando Lake. This would not, however, have been eligible for funding under NIP or its successor, the Community Services Contribution Program.

2.2.4 Conclusions

The Hillcrest Neighbourhood Improvement Program was very successful. The projects completed under the Program helped to upgrade the level of services in the area to an acceptable standard and to one equivalent to the rest of the Town.

Hillcrest had been lacking in both hard and soft services prior to NIP. The Program not only remedied this situation, but also instilled a new sense of pride in residents for their community by demonstrating government willingness to invest in the neighbourhood.

Certainly all six Program objectives appear to have been met. In addition, there have been a number of very positive community impacts:

- . improved visual appearance: through the paving of Huron Road and installation of street lights;

- . new neighbourhood facilities: by means of the adventure playground/park.
- . significant private rehabilitation: although RRAP has not been used extensively, at least 30 houses (50 per cent of the housing stock) have been improved.
- . increase in value of existing stock: the average value of houses in the NIP area increased (39 percent) from \$19,416 in 1975 to \$27,083 in 1980. Other factors, including inflation, have unquestionably contributed to this increase, but the neighbourhood improvements carried out under NIP were also key to increased house values in Hillcrest. A comparable increase in values for the entire Town was much less over the same period: \$35,765 (1975) to \$40,437 (1980) a 13 percent increase.
- . significant new residential construction: approximately twenty new houses have been built in Hillcrest since the beginning of NIP.

In retrospect the Town thinks they could possibly have handled the financing of Hillcrest differently and not have borrowed money to fund their portion of the Hillcrest NIP project. Thus far, they have been able to finance the West Annex without doing so. If the Town can continue to finance NIP from their capital budget, debenturing their portion may not be necessary.

In general, however, program delivery appeared to be reasonably efficient and effective.

Both Hillcrest and the West Annex were the neighbourhoods most in need of improvement in Cochrane. The Town has identified two other public improvement projects:

- . the mobile home park (on privately owned land) immediately south of 5th Street, west of the Annex subdivision requires the installation of full municipal services;
- . a new trunk sewer is needed to serve the part of the Town east of Commando Lake.

Neither of these projects were eligible for funding under NIP, but they are indicative of the kind of high cost capital improvements requiring funding assistance in smaller municipalities.

Etobicoke



Conditions previous
to N.I.P.



New Laburnham Park



Typical Housing
Stock

2.3 BOROUGH OF ETOBICOKE

2.3.1 Summary

Etobicoke's Laburnham Neighbourhood Improvement Program was unique among our case studies.

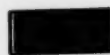
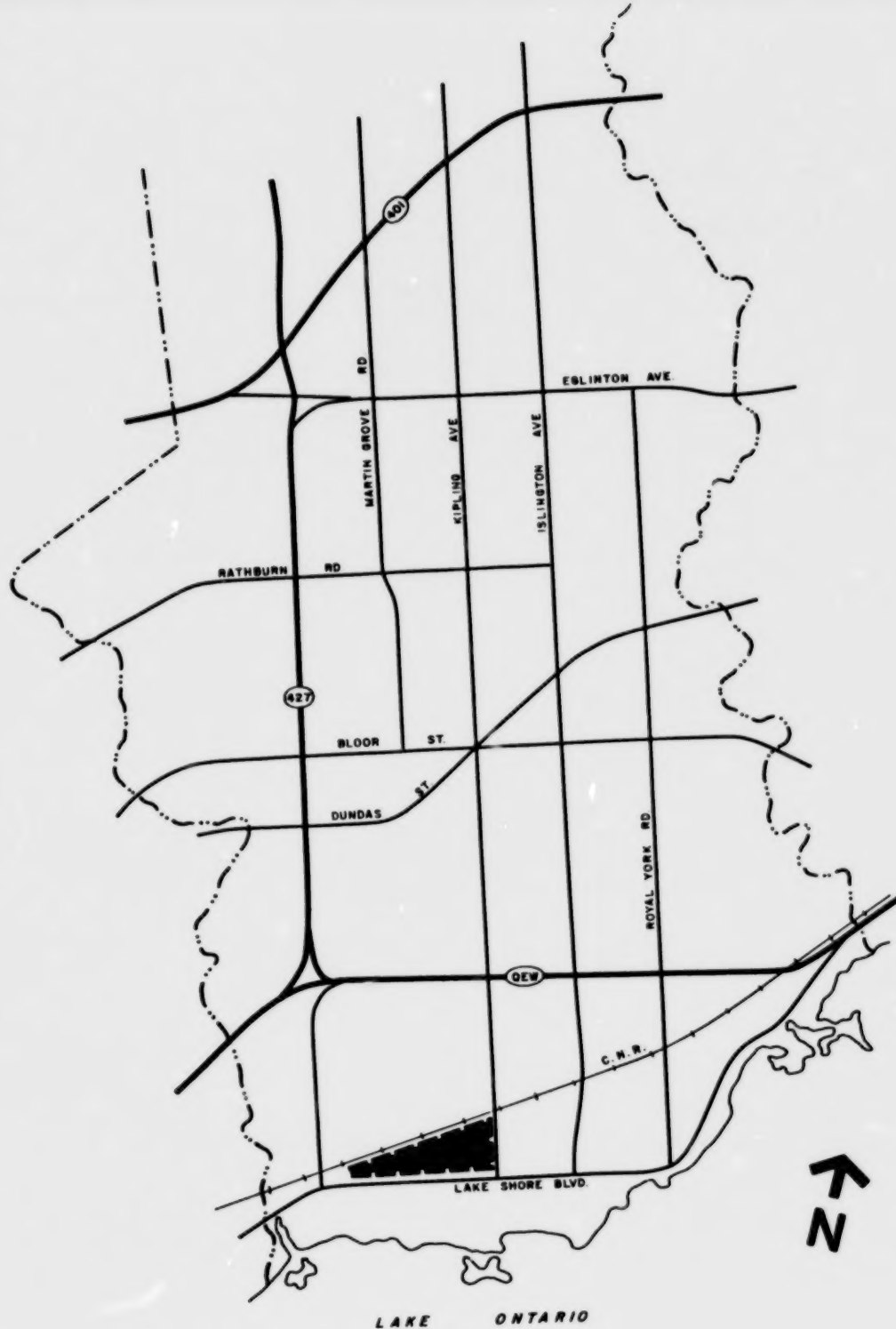
The project was devoted exclusively to the purchase of noxious industrial uses and deteriorating residential properties in the Laburnham neighbourhood. A total of nine industrial properties and eight houses were purchased for the \$2.6 million NIP budget.

Originally it was intended that the acquired properties would be used for a combination of social housing and parkland, but most of the purchased land will now be used for parkland and only eight lots will be sold for private market housing.

The Laburnham NIP project has had a very positive community impact with the removal of industrial uses from a residential neighbourhood.

This success, however, has also had some costs:

- . The land acquisition was expensive, long, and incomplete since all industries were not willing to sell. Three industries now remain, two of which the Borough is still negotiating to purchase -- Bell Fuels and Robillard Construction. The third, DeSoto Coatings, will not be purchased, primarily because of the very high cost involved.
- . The public participation process was long and at times acrimonious. Residents were at odds with the social housing objectives of the redevelopment plan. The Borough will be reluctant to establish a working committee type of public participation process in the future.
- . Houses on the perimeter of the neighbourhood are now more exposed to the noise and vibration of the CN Railway main line, and buffering precautions must be taken.
- . There are no indications that NIP stimulated a trend toward substantial residential rehabilitation in the Laburnham neighbourhood. Only three RRAP loans were taken out in the area.



Laburnham N.I.P. Area

Etobicoke

2.3.2 Background

Etobicoke is the western-most Borough in Metropolitan Toronto. The Laburnham neighbourhood is located in the extreme southern end of the Borough in what used to be the Townships of Long Branch and New Toronto (See Map 4). The neighbourhood is bounded by the Canadian National Railway tracks on the north, Lakeshore Lions Arena on the east, Elder Avenue on the south and 30th Street on the west.

The neighbourhood is approximately 18.8 hectares in size, containing a population of 806 persons in 230 households. The average home in Laburnham is more than 40 years old and is built on a 12 meter wide lot. These houses, for the most part, are legal non-conforming uses under the Borough's present zoning by-law.

Table 5 illustrates some of the main differences between the NIP area and the Borough.

TABLE 5

<u>Socio-Economic and Housing Characteristics of the Borough of Etobicoke and Laburnham (1976)</u>		
	<u>Etobicoke</u>	<u>Laburnham</u>
Population	293,753	806
Number of Households	96,940	230
Average Annual Income	\$12,983 (1971)	\$10,500 (1971)
Tenure - Homeowners	60%	90%
Tenants	40%	10%
Source: Census 1971, 1976 and Laburnham NIP application		

Residents of the NIP area have a lower average annual income than that for the Borough as a whole. A possible explanation for this is the large percentage of older people on fixed incomes in the neighbourhood.

The neighbourhood also has a high number of owner-occupants indicating its fairly stable, homogeneous nature.

Laburnham was identified as early as 1966 by the Metropolitan Toronto Planning Board as an area requiring substantial clearance and redevelopment in order to eliminate blight and to provide an acceptable living environment. It was scheduled for urban renewal under the mid-sixties Federal-Provincial Urban Renewal Program. Once funding was stopped for this Program, plans for Laburnham were shelved until 1972 when the Borough's Planning Department prepared a report on the area entitled The Laburnham Special Study Area Report. This report formed the basis of the NIP redevelopment plan and its main objective was to resolve the conflict between industrial and residential land uses in the area.

In 1974 when the Borough applied for NIP funding it designated Laburnham and Norris Crescent as neighbourhood improvement areas.

The Norris Crescent project required funds for the repair of hard services, road reconstruction and the acquisition of land for a small park. Its total budget was \$300,000, only about a tenth the size of the Laburnham budget.

The main objective for NIP in the Laburnham neighbourhood was to remove noxious industrial uses. Many of the industries had located in Laburnham before the housing was built but a number had recently expanded or changed their use. These industries, in particular Bell Fuel and Evergreen Auto Wreckers, were the source of many environmental and health hazards, such as, all night traffic, noise, rats and other rodents. Some car parts were packed nine meters high in places. The 1972 report summarized the problems:

Industrial and residential uses have managed to function in close proximity to one another in the Laburnham area for many years. However, this has resulted in an imperfect situation for both groups. Residents have had to tolerate excessive traffic and have been subjected to unpleasant but unavoidable visual and noise conditions. The industrial users, on the other hand, have had limitations placed on access to their sites by the understandable attempts by residents to control industrial traffic in their area. The intent of the plan is to resolve this conflict through the

rehabilitation and enhancement of the residential area, and where possible, through the relocation of existing industries to sites more appropriate for these types of users. (p. 1)

2.3.3 Neighbourhood Improvement Program

Laburnham was designated as a NIP area on January 29, 1974 by the Province with an initial allocation of \$1.72 million. In 1976 Laburnham received an additional \$920,000 to acquire Bell Fuel for a total allocation of \$2.6 million.

Table 6 shows the expenditures to date for the Laburnham NIP project. The original budget estimates follow in brackets.

TABLE 6

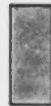
<u>Breakdown of Expenditures for the Laburnham NIP Project</u>				
	<u>Total</u>	<u>Federal</u>	<u>Provincial</u>	<u>Municipal*</u>
Social/ Recreational Facilities	\$ 2,196,880 (2,107,782)	\$ 1,098,440 (1,053,892)	\$ 549,220 (526,945)	\$ 549,220 (526,945)
Administration & Planning	82,756 (70,500)	41,378 (35,250)	20,689 (17,625)	20,689 (17,625)
Reserve	360,364 <u>(421,718)</u>	180,182 <u>(210,859)</u>	90,091 <u>(105,429)</u>	90,091 <u>(105,429)</u>
Total	\$ 2,640,000 (2,600,000)	\$ 1,320,000 (1,300,000)	\$ 660,000 (650,000)	\$ 660,000 (650,000)
* Municipal cost shared with Metro on a 50:50 basis. Source: Laburnham Redevelopment Plan; By-law 1980-207 Expected costs ()				



LEGEND



Park



Residential Low Density

SOFT SERVICES
LABURNHAM N.I.P. AREA

Etobicoke

With the exception of \$82,756 used to cover administration and planning costs, all NIP dollars were spent on land acquisition. No funds were spent on the construction or improvement of hard services and no money was used to improve storm water drainage in the north-western part of the neighbourhood indicated in the plan, because of the high cost of land acquisition.

The reserve fund includes monies allocated for the purchase of Bell Fuel and Robillard Construction. Table 7 lists the properties that have been purchased to date.

TABLE 7

Purchased Properties Designated for Residential Purposes

<u>Address</u>	<u>Use</u>	<u>Purchase Price & Costs (A)</u>
31 Laburnham Avenue	Delta Decorating	\$ 165,895
123-24th Street	Browne's Auto Repair	35,125
Cost of Demolition		8,380
Total		<u>209,400</u>

Purchased Properties Designated for Recreational Purposes

<u>Address</u>	<u>Use</u>	<u>Purchase Price & Costs (B)</u>
60 Laburnham Avenue	Martin Transmission	\$ 85,400
109-29th Street	West End Auto	279,950
10 Evergreen Ave.	Wideman Moving	180,975
94 & 96-26th Street	Skara Metal Foundry/House/ Ed's Body Shop	179,956
25 Whitlam Avenue	Warehouse	535,482
110 & 120-26th Street	Evergreen Autowreckers/House	346,460
& 9 Price Avenue		45,677
7 Price Avenue	House	48,545
5 Price Avenue	House	28,596
4 Price Avenue	House	47,438
3 Price Avenue	House	30,901
2 Price Avenue	House	45,646
1 Price Avenue		
120-24th Street	Cost incurred endeavouring to relocate DeSoto Coatings	4,003
Cost of Demolition		39,353
Total		<u>\$ 1,898,382</u>
Total A & B		<u>\$ 2,107,782</u>

Source: Department Memorandum Re: Amended Redevelopment Project -
NIP. June 13, 1980 - from R. Blaine, Property Agent

As of January 1981 negotiations between the Borough and Bell Fuel were still continuing. Once an agreement is reached with Bell Fuel, negotiations will get underway with Robillard Construction. Since Robillard Construction is situated between DeSoto Coatings and Bell Fuel its purchase would be premature and unnecessary if agreement cannot be reached with Bell Fuel.

The Borough decided not to purchase DeSoto Coatings. It would be too expensive and it has been one of the least bothersome industrial uses in Laburnham.

The removal of the other industrial uses, such as Evergreen Autowreckers has already eliminated many of the problems the community experienced.

It was intended when the 1972 Redevelopment Plan was prepared to replace the industries and housing acquired with a combination of social housing and parkland. The parkland would run along the railway, providing a green barrier between the existing housing and the CN main rail line.

On the remaining vacant lands, about one hectare scattered through the area the 1972 plan proposed 32 townhouse units, 3 semi-detached units, a duplex and 2 single family houses. In 1974 when the NIP Working Committee was formed residents strongly objected to the use of so much land for medium density social housing.

There was no clear definition of what was meant by social housing. Residents feared an influx of subsidized tenants in substandard units. This situation would, they believed, depress their property values. The municipality, on the other hand, was talking about the Assisted Home Ownership Program, not rental units. Nevertheless no agreement could be achieved. Residents were most concerned about maintaining the status quo: no increase in the density; no significant changes in the appearance of area streets by introducing a new house type: row housing. Residents were ultimately successful in reducing the proposed amount of housing from 42 units to 8 units.

This reduction in housing resulted in the creation of a 5.2 hectare park along the railway line. The older but smaller existing neighbourhood park on Laburnham Avenue will be sold for private market housing once the purchase of the industrial lands are completed.

Overall NIP has had a very positive impact on the Laburnham neighbourhood. The removal of most industry has substantially reduced truck traffic and noise. As well the visual appearance of the area has noticeably improved.

The removal of the industry, however, created some additional unforeseen problems. There is the visual impact of the industries on the other side of the track, and the railway creates a lot of noise and vibration previously muted by the wrecking yard. Despite the improvements to the neighbourhood, the trains limit the area's residential potential.

Also despite the significant improvement to the area there has been little private residential rehabilitation*. Only three applications were made for RRAP loans. In addition, house prices have not increased significantly (5 percent from 1975 to 1980). The area has not even kept up with inflation, but since the project is in the process of completion, it will need a few years before conclusions on house prices can be drawn.

The administration of NIP was done within the existing municipal organizational framework. Responsibility was divided among the Planning Department, the Clerk's Office, the Parks and Recreation Department and the Industrial Commissioner.

It was the responsibility of the Industrial Commissioner to negotiate land prices with the property owners. (A fair price, according to the Industrial Commissioner, represented how much it would cost for the industry to relocate in similar premises.)

The Laburnham Working Committee worked directly with the Planning Department and reported to Planning Board.

Five percent of the municipal capital budget was allocated to NIP for five years from 1974 to 1978. No money was budgeted for park development from NIP funds. Park development was financed from two places: current operating funds and the development improvement budget for a total of \$57,932.36. No outside funds have been used as yet in the development of the Park, but Wintario will be used for new facilities (e.g. wading pool, tennis court).

* Alderman Pat Keaveney and Mr. J. Ewing, Clerk's Department.

The municipality debentured the whole of its remaining share and no other programs were dovetailed with NIP to reduce the municipality's portion. There was apparently no financial hardship for the Borough. In fact, the Borough will receive a partial recovery of its expenditure when the private housing lots (old Laburnham Park) are sold.

Under the original NIP agreement Etobicoke (12.5%) would have shared equally the costs of its municipal portion with Metro Toronto (12.5%). The remainder of the funds comes from the Province (25%) and the Federal Government (50%). Lands acquired for social housing are normally given the full 50 percent (CMHC) subsidy but when the social housing package changed to open market housing only a 25% subsidy is applied by CMHC so the municipality would have to pay 50 percent of that land cost. The wording in the agreement between Metro and Etobicoke states that Metro will pay half of the Provincial share, which is 25 percent. Therefore, the Borough will now be required to pay 37.5 percent of the total project cost, which increases the anticipated Borough share.

2.3.4 Conclusions

The Laburnham NIP project was successful in meeting Program objectives: the community was and continues to be viable; the physical environment has been significantly improved, in line with residents' wishes; and the amenities have been upgraded. Related funding programs, however, were not used. In addition time limits have not been kept -- extended by the public participation process and land purchase negotiations.

The overall community impacts have been positive ones:

- . Removal of the noxious land uses, decreasing the speed and volume of truck traffic and reduction of pollution (noise, smoke, unpleasant odours) in the neighbourhood.
- . A larger neighbourhood park with improved and expanded facilities.
- . Improvements to the area making it more desirable for young families to move in when the older families move out thus ensuring it has a future.
- . Spawned action to down-zone the neighbourhood to permit single-family housing only.

Relative to the size of the Borough, Laburnham is a very small neighbourhood. The improvements carried out under NIP have had little impact elsewhere in Etobicoke, and NIP does not appear to have influenced the initiation of much residential rehabilitation activity.

This may reflect the fact that residents have continually maintained their homes and that the need is not there. RRAP was also not utilized extensively in Laburnham, because of RRAP income restrictions and a limited community information program.

With respect to negative community impacts, municipal staff expressed the opinion that the costs of eliminating industry in Laburnham were very high for the results achieved. Not all the industries have been removed and exposure of the railway tracks now presents new concerns over noise, vibrations and danger to children.

Administratively, there have been no major problems with NIP, but there were some minor concerns expressed by municipal staff:

- . The agreement between the Borough and Metro Toronto is not flexible and there have been problems negotiating changes instituted during the implementation of the plan, e.g. the financial changes resulting from the move from social to open-market housing.
- . The direct participation of residents in the process (with voting privileges) created delays and may have influenced Borough staff not to recommend similar procedures in the future.

Goderich

Water Tower
Parkette



Road condition
previous to N.I.P.



Road resurfacing
and new sidewalks



2.4 TOWN OF GODERICH

2.4.1 Summary

According to municipal staff, the Goderich East Side NIP project is "the most successful project the Town has ever carried out".

The improvements involved mostly hard services:

- . installation of new sanitary sewers where previously there had been none
- . the separation of sanitary and storm sewers
- . road reconstruction, including paving and new curbs and gutters.

These hard service improvements represented about 94 percent of all dollars spent, or \$1.8 million. The remaining six percent of the funds were used to upgrade facilities in Judith Gooderham Park and to develop open space along the Maitland River escarpment. This last project entailed reclamation of derelict lands formerly used as a garbage dump.

The Redevelopment Plan for the East Side was prepared by Proctor and Redfern Ltd. for the Town and no major changes to the proposed improvements were made during the implementation stage.

The NIP process in Goderich is, we believe, fairly representative of NIP in smaller communities. That is, the emphasis is likely to be on hard services; the program is administered by the clerk and the municipal staff with no or very few additional personnel hired; public participation is effective but limited in scope; and there is interest in residential rehabilitation.

2.4.2 Background

The East Side is located adjacent to Goderich's downtown and is one of the oldest neighbourhoods in Town (see Map 6). Goderich is situated in Huron County along Lake Huron. The Town's economy is diversified with, salt extraction (Domtar Chemical - Sifto Salt) as the major industry. The largest employer, however, is Champion Roadway Machinery.

Goderich is a small community with a population of about 7,400. The East Side has almost 1/7 of the population (1,075) of Goderich, and the following table shows a comparison between the socio-economic and housing characteristics of Goderich and East Side.

TABLE 8

<u>Socio-Economic and Housing Characteristics of Goderich and East Side Area (1976)</u>		
	<u>Goderich</u>	<u>East Side</u>
Population	7,385	1,075
Number of Households	2,595	516
Average Annual Income	\$9,747 (1971)	\$9,362 (1971)
Tenure - Homeowners	71%	86%
Tenants	29%	14%
Average Persons/Household	2.8	2.1
Source: Census Canada 1971, 1976 and East Side Redevelopment Plan 1978		

The East Side is a reasonably stable neighbourhood with a higher proportion of owner-occupied houses than the rest of the Town. The average income is slightly lower, but this probably reflects the high percentage of senior citizens on fixed incomes in the neighbourhood.

Before NIP the East Side services were in quite poor condition. There were a number of fairly serious environmental problems which required immediate improvement:

- . basement flooding,
- . ponding of water along the roads,
- . the antiquated sewers and watermains.

The park facilities were also becoming quite worn and the Maitland River escarpment bordering the neighbourhood had been derelict for years (previously a garbage dump). Rehabilitation of those lands was necessary.

There is one other improvement area in the Town under the Community Services Contribution Program: the South-East neighbourhood. It is adjacent to the East Side and has received \$600,000, most of which is going towards construction of a community centre.

2.4.3 Neighbourhood Improvement Program

In September 1977, the Town of Goderich received approval from the Province to participate in NIP. On April 10, 1978, the East Side project was approved by the Minister of Housing.

The main objectives of this particular NIP undertaking were to carry out the following improvements:

- . Provide additional park space and plan an open space system
- . Permit more extensive use of existing recreational facilities
- . Provide sanitary and storm services where required and modify the existing combined system and improve the existing water supply system
- . Improve condition of roads, medians and sidewalks.

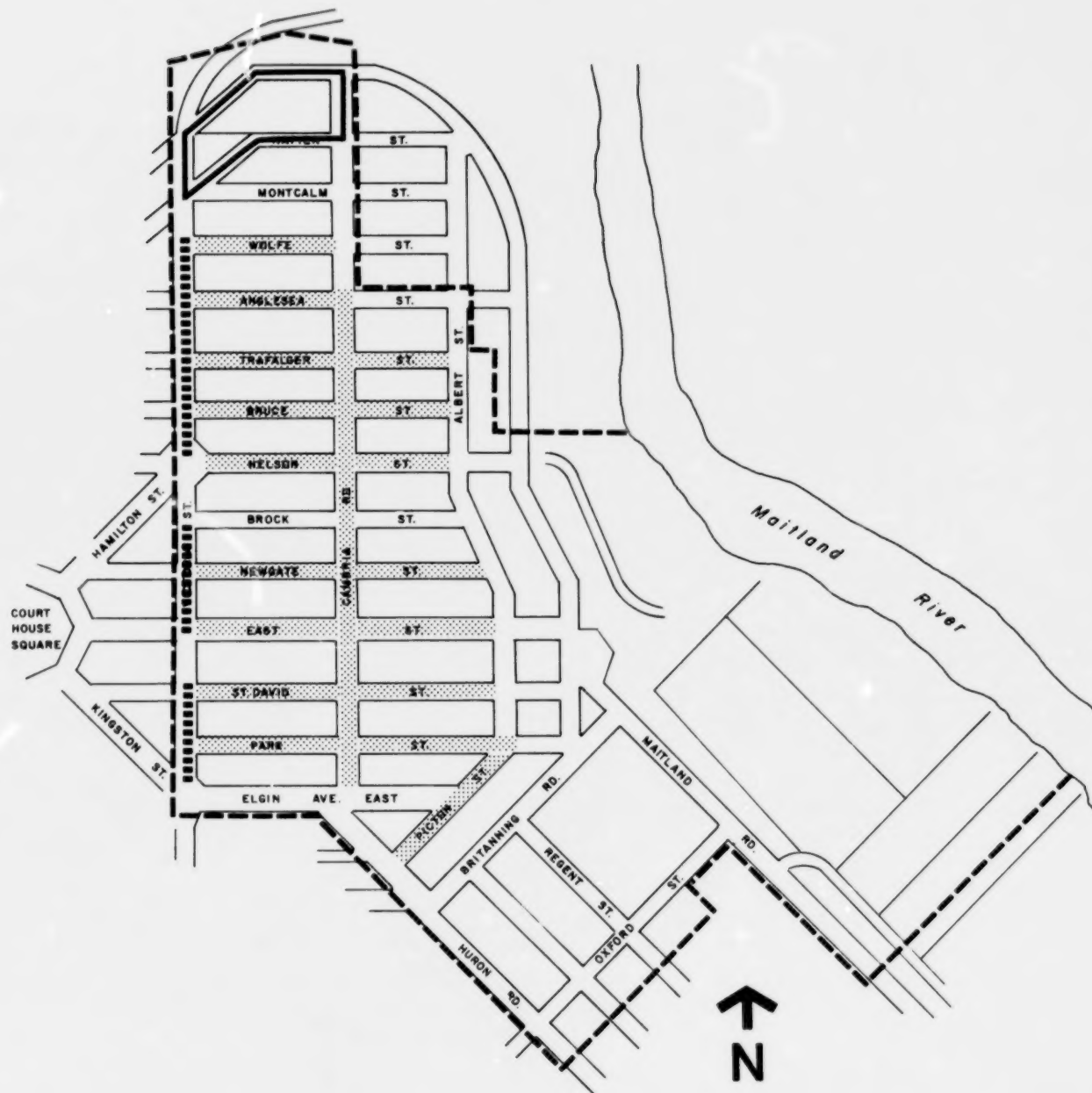
The East Side initially received \$1.4 million to fulfill these objectives. Additional funds* were obtained in 1980 to enable the Town to complete its proposed program of hard services.

These additional funds were made available to Goderich because there was money left over from communities not using all of their allocation.

The program presently has an extension to August 31, 1981.

Table 9 gives a breakdown of the East Side NIP expenditures to date and indicates the originally expected costs in brackets.

* \$232,000 from the senior levels of government.



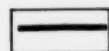
LEGEND



Road Re-Surfacing



Storm Sewer Outlets

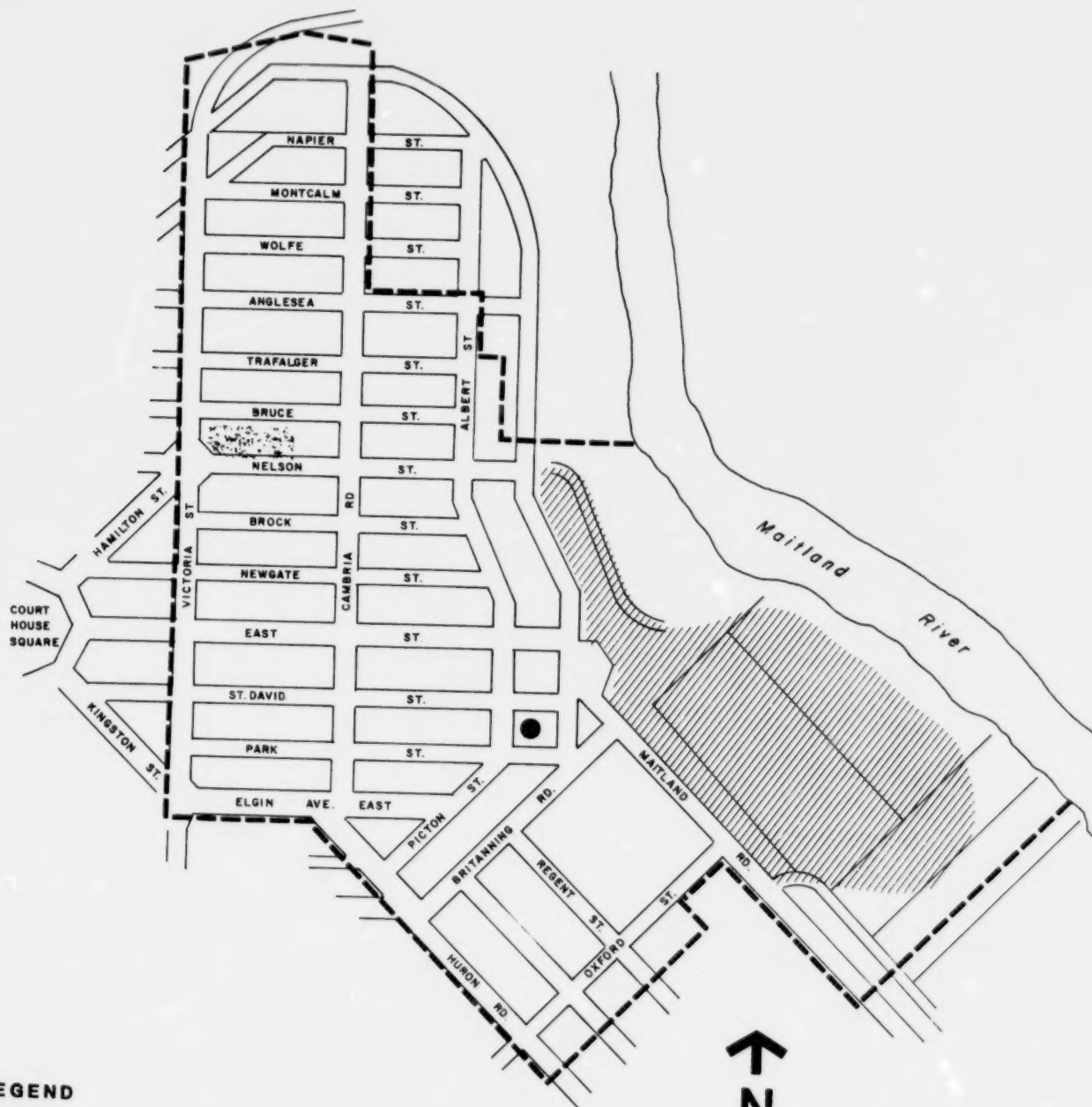


Sanitary Sewers

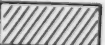
HARD SERVICES
EAST SIDE N.I.P. AREA

Goderich

map 7



LEGEND

-  Watertower
-  Judith Gooderham Park
-  Maitland Valley Recreation Area

**SOFT SERVICES
EAST SIDE N.I.P. AREA**

Goderich

map 8

TABLE 9

<u>East Side NIP Area Expenditures</u>				
	<u>Total</u>	<u>Federal</u>	<u>Provincial</u>	<u>Municipal</u>
Social/ Recreational Facilities	\$ 103,295 (92,500)	\$ 51,647 (46,250)	\$ 25,824 (23,125)	\$ 25,824 (23,125)
Services/ Utilities	1,829,341 (1,365,000)	457,335 (341,250)	457,335 (341,250)	914,670 (682,500)
Administration	17,600 (7,500)	8,800 (3,750)	4,400 (1,875)	4,400 (1,875)
Total	\$ 1,950,236 (1,465,000)	\$ 517,782 (391,250)	\$ 487,559 (366,250)	\$ 944,894 (707,500)
1. Source: East Side Redevelopment Plan 1978 and Sally Hannon, Senior Planner, Community Renewal Branch.				

Map 7 illustrates the hard service improvements that were implemented with NIP funds. They are described in more detail below:

- . Road rebuilding (includes storm sewers, curb and gutter and watermain replacement where necessary) of 17 blocks and Cambria Road.
- . Storm sewer outlets were installed along Victoria Street at three locations: Wolfe Street to Nelson Street, Brock Street to East Street and St. David Street to Elgin Avenue East.
- . New sanitary sewers were installed for 26 homes and the Alexandra General and Marine Hospital in the northern part of the NIP area. Previously they had all been on septic tanks.

The location of soft service improvements are illustrated on Map 8. The actual expenditure for improving the soft services was \$103,295 and was spent as follows:

- . Water Tower Parkette was created with NIP funds. This was an informal meeting area for the children, so the NIP funds were used to install play equipment and fencing.
- . The Maitland River escarpment located to the west of the neighbourhood has been graded and landscaped for public use as open space. Sufficient funds were not available in the NIP budget to develop this area as set out in the Maitland Valley Recreation Plan (picnic areas, walkways, bicycle paths), but in time this area will be developed as planned. Currently it can be used as a toboggan and ski run.
- . Judith Gooderham Park has a pool, tennis courts and a playground, and serves all of Goderich. With the NIP funds a feasibility study was conducted on the enclosure of the pool. The study revealed that the operational costs would be too burdensome to the Town so the old pool was renovated and repairs were made to the changing rooms. A new coat of paint was put on the fence to bring the total expenditure for park improvements to \$67,000.

Council decided not to invoke the Local Improvements Act, which would have required East End residents to pay two-thirds of the cost of the new sewers, plus full connecting costs. Under NIP the senior levels of government contributed almost one million dollars towards the cost of upgrading municipal services, and municipal taxes were not increased at all.

The Town received additional funding from the Ministry of Transportation and Communications amounting to more than forty percent of the municipality's share of NIP or approximately \$400,000. This decreased the amount of money to be contributed by the Town. The remaining municipal portion was financed out of the capital works budget each year.

Two residents' committees were formed under NIP to advise the Town on how NIP funds should be allocated: one dealt with hard services and the other with soft services.

The residents prepared a number of recommendations for neighbourhood development which were reflected in the Redevelopment Plan prepared by Proctor and Redfern Ltd. Connections to the municipal sewer system and the enclosure of the pool were of special concern to residents.

RRAP funds have not been used extensively as yet mainly due to some administration problems which delayed its introduction in Goderich until the summer of 1980. Only three homeowners (for the sum of \$16,400) so far have used RRAP.

However, more than 30 homeowners have privately upgraded their properties and a number of other homeowners have expressed an interest in seeking RRAP funding in the future.

Huron County Planning Department prepared the Maintenance and Occupancy By-law for the Town. The by-law has not been strictly enforced; a "soft" approach has been used to encourage homeowners to make repairs, rather than compelling them to do so. There is no long term commitment to property standards regulation by the Town. In smaller communities strict by-law enforcement is not often seen as necessary; the threat of it may be sufficient.

The administration of NIP was completely done within the existing municipal organization.

The clerk acted as the NIP co-ordinator and the public works commissioner enforced the property standards. In addition the Town hired Proctor and Redfern Ltd. to prepare the Redevelopment Plan. B.M. Ross, an engineering consultant, supervised the installation of services. The Town did not encounter any problems in the administration of NIP with other levels of government.

While NIP may have increased the workload of municipal staff, they did not express such concerns to us.

Currently, the Town's Official Plan is under review and the NIP Redevelopment Plan is not specifically reflected in it. General policies on rehabilitation and property standards have been set out and it is felt that these will be adequate.

2.4.4 Conclusions

NIP improved the East Side neighbourhood both physically and aesthetically, and has had a substantially positive community impact. The positive impacts which we identified are set out below:

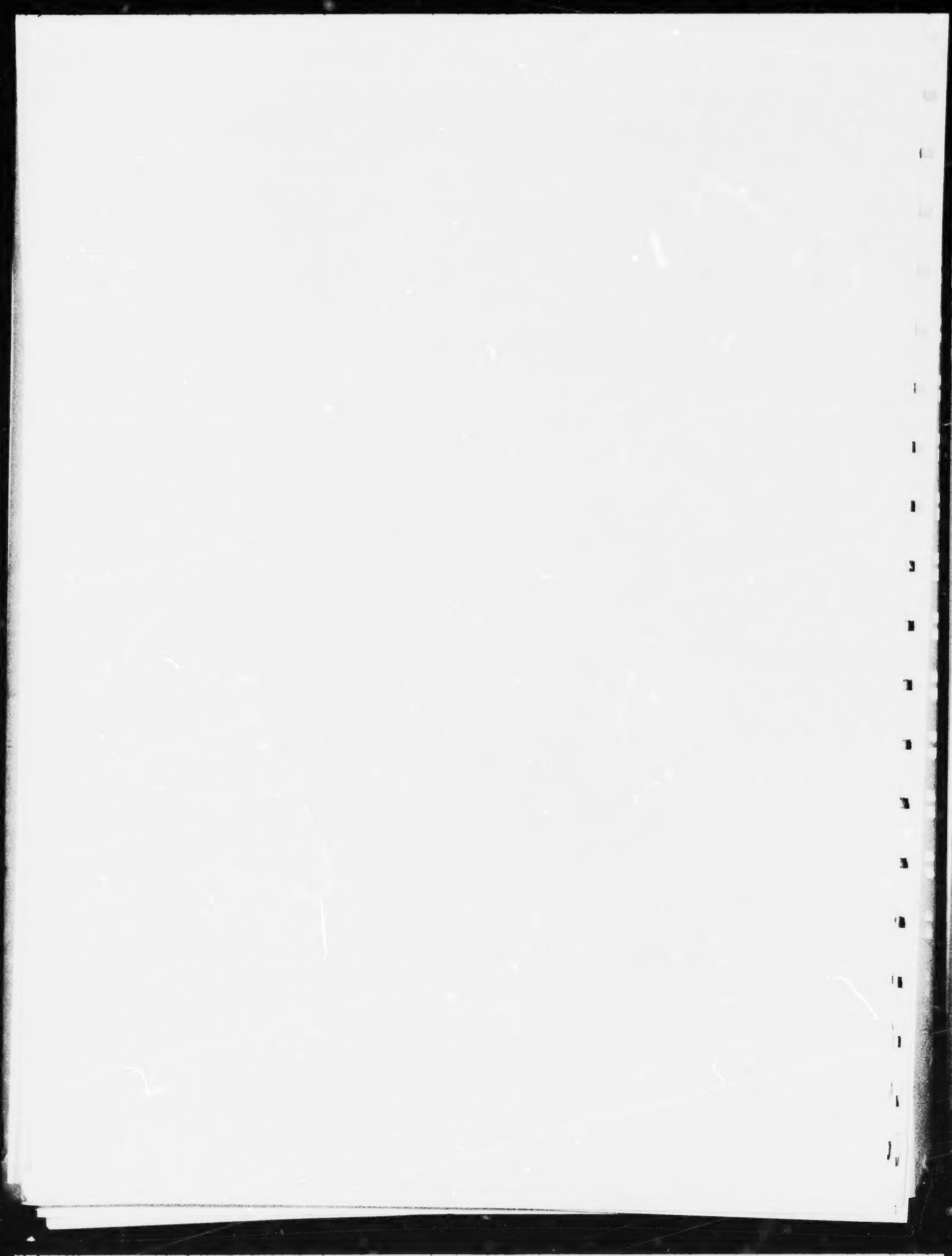
- . Judith Gooderham Park facilities and appearance have been improved. This is the only pool in the Town and so the improvements have not only extended the life of the pool, but also upgraded a community-wide facility.
- . Water Tower Parkette has improved the surrounding area aesthetically and has made the area safer for the children.
- . Redevelopment of the derelict lands along the Maitland River Valley has improved the neighbourhood and has contributed to the creation of an open space system along the River.
- . Improved municipal services have resulted in a more attractive neighbourhood, especially with new asphalt road surfaces and the installation of curbing.
- . The market value of homes in East Side has been improved.* By demonstrating municipal willingness to invest in the area, people are more willing to purchase and upgrade properties.
- . NIP stimulated private rehabilitation in the East Side. Most of the homes in this neighbourhood were built before 1946 and were in need of some rehabilitation.

Overall NIP has created a healthy environment from a gradually deteriorating one. The results of NIP were visible within the first year (1978), giving the residents confidence in the Program. For the most part NIP met all its Program objectives in Goderich.

* In 1975 the average price of a single family home in East Side sold for \$23,505 and in 1980 \$35,008 (almost a 50 percent increase, while the Town of Goderich increased only 28%). The area had not kept up with inflation but the project is now in the process of completion and RRAP has just been introduced; a few years will have to pass before firm conclusions on house prices can be drawn.

The scheduling of projects presented no serious problems, although the proposed budget was not met and additional funds had to be secured in 1980 to complete the work program.

The Town has not experienced any apparent financial hardship (i.e., taxes were not raised). Other programs, such as those administered by the Ministry of Transportation and Communications, were well used to reduce the Town's contribution to NIP.



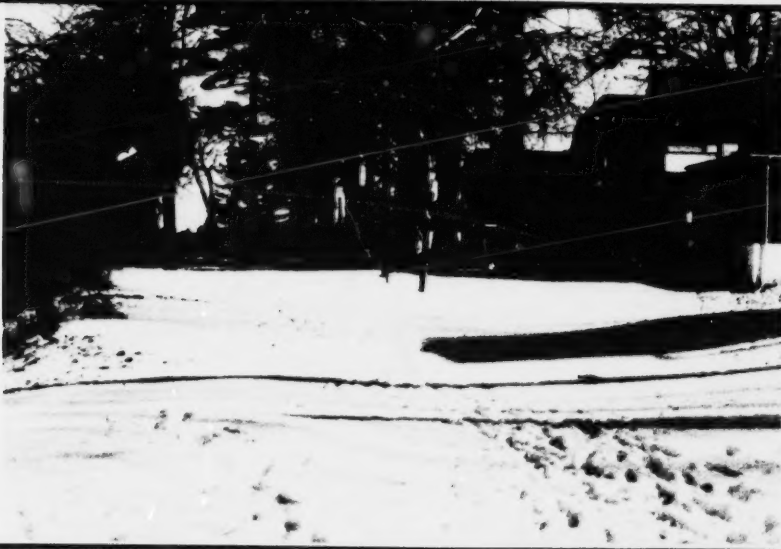
Grimsby



Cairn in centre of Auditorium
Circle



Bell Park



Victoria Terrace
landscaped under
NIP

2.5 GRIMSBY

2.5.1 Summary

Founded in the mid-1800's as a summer resort area, Grimsby Beach's problems had been with the community for a long time.

The original wooden summer cottages had been converted to permanent dwellings several decades ago, but had remained well below modern municipal building standards. The area had its own sewage treatment facility, but this was inadequate to cope with year-round volumes. The roads were unpaved. Drainage was poor and flooding was a common problem. Many houses were crowded very close together, particularly in the Auditorium Circle area, and presented a serious fire hazard in their deteriorated condition.

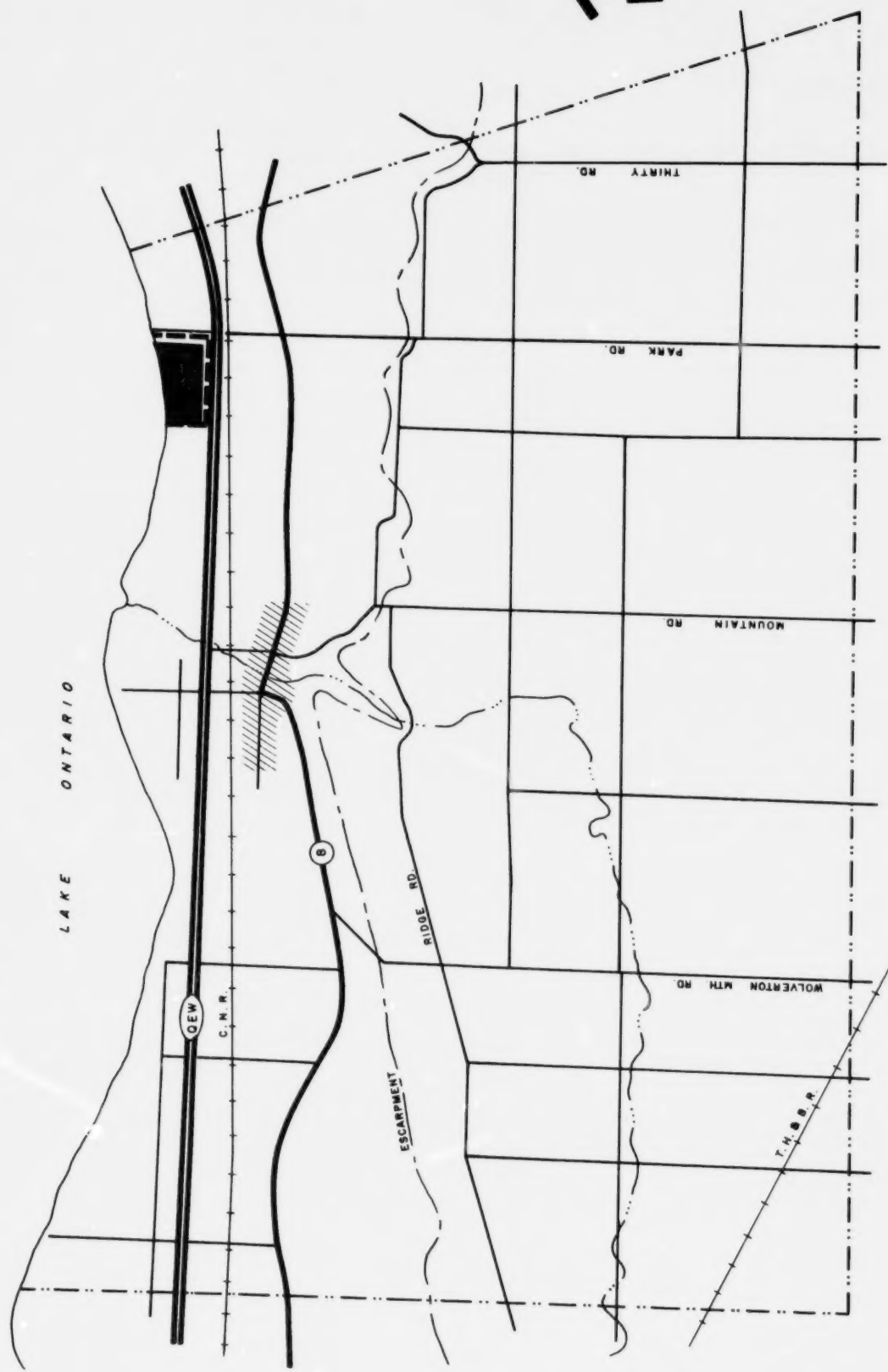
The commitment by all three levels of government to community renewal as well as to home rehabilitation (RRAP) increased the potential viability of Grimsby Beach as a longlasting neighbourhood.

Hard service projects, such as improving the road system and eliminating spring flooding problems, and soft service projects, such as providing adequate parkland, were necessary elements in the Beach's rehabilitation. This had to be accompanied by basic upgrading of the residential properties to be effective.

Successful completion of these projects has resulted in a visually more attractive neighbourhood providing a better quality living environment.

It is noteworthy that, although most area residents are optimistic about the Program's success, some concerns regarding the value of the long term investments in residential rehabilitation were expressed by municipal staff.

Staff agreed that success of NIP/RRAP in the short term cannot be refuted, but the Town fears the housing may return to a deteriorated state through neglect of occupants.



Grimsby Beach N.I.P. Area

C.B.D.

Grimsby

Despite these reservations, NIP has accomplished a great deal in Grimsby Beach:

- . Hard service improvements concentrated on road re-construction resulting in better access to and movement within the area. The problem of spring flooding was eliminated by storm sewer installation. Minor utility relocation, associated with both these projects, was also completed.
- . Although far more was spent on hard services, soft service improvements were also necessary. Landscaping of open space previously vacant in Grimsby Beach comprised a major portion of this expense. Playground equipment and community hall improvements were also completed.
- . Completion of the road reconstruction and parkland landscaping projects required the acquisition of ten properties in the area. The houses on these lots were demolished and most families relocated outside the NIP area.
- . The interest in residential rehabilitation was considerable. Sixty-seven RRAP loans were administered with a total value of \$282,974. Ten OHRP loans worth \$50,000 were also approved in the NIP area. As a result of both these programs, private rehabilitation of 10 additional homes took place. Almost half the total housing stock (87 of 189) in Grimsby Beach has now received some degree of rehabilitation.
- . Other than a \$61,000 subsidy from the Ministry of Transportation and Communications, the Town received no external financial aid for completion of NIP.
- . Although the Grimsby Beach NIP area consisted of 61 hectares (150 acres) and 189 households, a much smaller area -- 6 hectares (16 acres) -- received the bulk of the physical improvements. This area, known as the Phase 1 area in the urban renewal study of 1970 (bounded by Betts Avenue, Park Road North, and Lake Street), was considered most in need.

2.5.2 Background

In 1970, when the Provincial Government created the Regional Municipality of Niagara, the Township of North Grimsby and the Town of Grimsby were combined to form one municipality. This new Town of Grimsby is located on the Niagara Peninsula 16 miles east of Hamilton and 18 miles west of St. Catharines. It is linked with these urban centres by a highly developed transportation network consisting of the Queen Elizabeth Way, Highway 8 and Canadian National Railroad.

Good access to this transportation corridor creates the potential for industrial, commercial and residential growth.

The population of Grimsby, 15,567 (1976 Census), has remained relatively stable since amalgamation.

Grimsby's industrial base consists of 25 manufacturing firms employing 928 people. The Town is considered to be quite prosperous with a bright economic future. Between 1974-78 four new firms located in the Town adding 342 jobs. The largest of these additions, and presently the firm with the most employees (290) is John Deere Limited.

The second largest firm is Andres Wines, employing 105.

The Town is located in the heart of Ontario's orchard farmland.

The designated Grimsby NIP area is known as Grimsby Beach (Map 9). It is bounded on the south by the Queen Elizabeth Way; on the east by Park Road North; on the west by Baker Road; and on the north by Lake Ontario. With an area of 61 hectares (150 acres) and a population of 450, Grimsby Beach is a stable community with many long time residents. The area is somewhat isolated from the rest of Town, being located in the northeast corner, north of the QEW.

Comparative socio-economic and housing characteristics for the Town of Grimsby and Grimsby Beach are illustrated in Table 10. The only significant difference is the substantially lower average income level of Grimsby Beach residents (\$2,873 per year less than the rest of the Town).

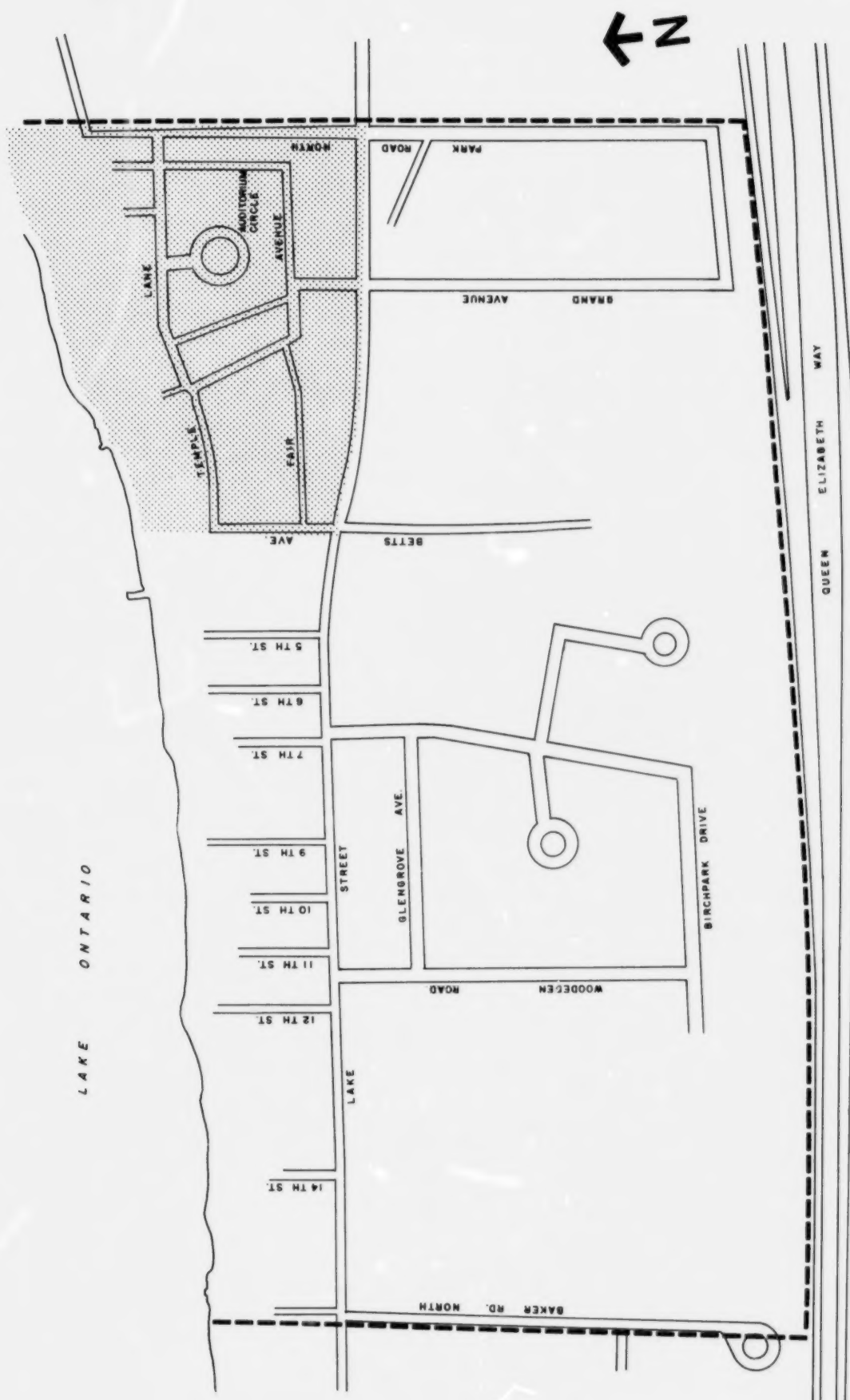
The high level of home ownership can be traced to one of Grimsby's original functions: a dormitory community for workers employed in urban centres such as Hamilton and St. Catharines.

TABLE 10

Socio-Economic and Housing Characteristics of
the Town of Grimsby and Grimsby Beach (1976)

	<u>Grimsby</u>	<u>Grimsby Beach</u>
Population	15,567	450
Number of Households	4,730	189
Average Household Size	3.3	NA
Average Annual Income	\$10,733 (1971)	\$7,860 (1970)
Tenure - Homeowners	79%	85%
Tenants	21%	15%

Source: Census Canada 1971, 1976 and Township of
North Grimsby-Grimsby Beach Urban Renewal Scheme



Grimsby

Originally, Grimsby Beach was developed and settled as a summer tourist and cottage area in the early 19th Century.

In the 1940's, with the increase in housing costs and easy access to employment markets via road and rail, the area became a home to permanent residents. The result was a conversion of most of the summer cottages to year round dwellings.

Unfortunately, this created several serious problems:

- . These summer cottages were not originally constructed for permanent residency.
- . The quality of the surrounding physical environment also deteriorated over the years.
- . With the lack of municipal services, such as municipal water and sewer systems, and the very poor housing stock, Grimsby Beach required substantial public and private investment for survival.

The high cost of these necessary improvements meant the municipality had shied away from upgrading the neighbourhood. NIP provided the financial vehicle for the necessary improvements to take place.

The entire NIP area consisted of 61 hectares, but improvements were concentrated in a much smaller area (see Map 10). This smaller area contained only 6 hectares, but included half the NIP area's entire housing stock. This small section required more immediate improvement than the remainder of Grimsby Beach. The whole area, however, benefitted from NIP as well as RRAP.

There is no doubt that two of NIP's objectives, namely, "improvement of the neighbourhood most in need" and "improvement of the physical environment of that neighbourhood", were accomplished in Grimsby Beach.

Prior to NIP, the neighbourhood suffered from a number of specific problems:

- . poor traffic circulation,
- . sub-standard housing,
- . lack of usable open space

- . poor road access to the area as a whole,
- . difficult vehicular movement within the neighbourhood, especially in the Auditorium Circle area.

The absence of paved roads (with the exception of Grand and Fair Avenues), very narrow streets and virtually non-existent private parking spaces compounded the problem.

Housing was situated on improperly surveyed lots with many buildings sitting on lot lines and very close together. Selective removal of some of these residences - especially those in the worst condition - was necessary.

Prevention of annual spring flooding in the area required the installation of storm sewers.

A limited amount of open space did exist in the centre of Auditorium Circle and Bell Park. Neither area was suitably landscaped for recreational use and both were prone to spring flooding. Aside from the playground equipment located at the Grand Avenue School, none existed in the neighbourhood.

2.5.3 Neighbourhood Improvement Program

Initiated in February 1974, the Grimsby Beach NIP project was completed in May 1978 -- eight months after its originally scheduled completion date.

The Redevelopment Plan for the area was based on an urban renewal study completed in 1970 by Phillips Planning and Engineering Limited, entitled "Township of North Grimsby, Grimsby Beach Urban Renewal Scheme". Although a few changes were made, the basic hard service improvements identified in this report were included in the NIP plan. Soft service improvements such as the community centre upgrading, open space landscaping and playground equipment installation, were added later as part of NIP.

Among the goals stated in the original plan were:

- . provision of a quality residential environment for the inhabitants of the area
- . improvement of the vehicular and pedestrian access to and within the area.



LEGEND



Road Re-Surfacing Including
Curb & Gutter Construction



Storm Sewer Installation



Houses Demolished For Road Construction

HARD SERVICES
GRIMSBY BEACH N.I.P. AREA

Grimsby

map 11



LEGEND

- ⊗ House Demolition For Parkland
- 1 Victoria Terrace
- 2 Auditorium Circle
- 3 Bell Park
- 4 Grimsby Beach Community Hall
- 5 Tennis Court

SOFT SERVICES
GRIMSBY BEACH N.I.P. AREA

Grimsby

map 12

These objectives, as well as an overall commitment by all three levels of government to neighbourhood rehabilitation, became entrenched in the NIP program.

Achievement of these goals was facilitated through the following NIP projects:

- . Improvement of traffic and pedestrian circulation within the area and construction of better access to the area. This work included: construction of Temple Lane connecting Park Road North with Third Avenue; reconstruction and paving of the remaining streets in the Phase I area (including curb and gutter construction).
- . Utility relocation as necessary, resulting from road and sewer work,
- . Grimsby Beach Community Hall improvements including plumbing repairs, kitchen addition and tennis court construction,
- . Landscaping and installation of playground equipment in Bell Park,
- . Victoria Terrace cleanup consisted of landscaping and access control (by means of fence installation),
- . Landscaping the centre of Auditorium Circle.

To implement these hard and soft service improvements in the area (See Maps 11 and 12), the acquisition of ten residential properties was necessary. All but two of the properties were needed for road reconstruction, with the remaining two necessary for parkland. The houses standing on all ten lots were demolished.

The properties eliminated in Grimsby Beach were past the stage of repair and were necessary for project completion. Their demolition did not run counter one of the Program's main objectives: "to minimize the number of units to be demolished which were capable of being rehabilitated". It would have been expensive to rehabilitate these particular properties.

Although families were relocated due to this demolition, the Town officials could not be certain if compensation in addition to the house purchase was involved. Most families relocated outside the NIP area.

The poor conditions of the Grimsby Beach housing stock, prior to NIP, naturally led to residential rehabilitation becoming a priority along with renewal of the neighbourhood environment. According to the early Urban Renewal Study, only three percent of the residential buildings in the Phase 1 area were considered to be in good condition in 1970 (see Table 11).

TABLE 11

<u>Residential Building Conditions (Phase 1 Area)</u> <u>Grimsby Beach (1970)</u>		
<u>Condition</u>	<u>No. of Buildings</u>	<u>% of Total</u>
Good	3	3
Fair	55	61
Poor	20	22
Bad	12	13
Source: Township of North Grimsby, Grimsby Beach Urban Renewal Study, 1970 Page 79		

Since the vast majority of houses were in no better than 'fair' condition, a firm commitment by the Town for rehabilitation was necessary. This commitment came in the form of the federally-sponsored RRAP program. The success of RRAP is illustrated in Table 12. Sixty-seven residents received RRAP funds, with the majority (93%) being homeowners. This represents 35 percent of all the houses in the NIP area.

TABLE 12

Distribution of RRAP Funds			
Type	Number	% of Total	Amount
Homeowner	62	93	\$253,974
Landlord	5	7	\$ 29,000
Total	67	100	\$282,974

Source: Canada Mortgage and Housing Corporation 1980

In addition, ten loans were administered under the OHRP program totalling \$50,000.

These government sponsored home renewal programs stimulated the private rehabilitation of ten additional houses.

In total, almost half (87) of the Grimsby Beach residential units (189) have been repaired or upgraded to some degree since NIP began, indicating the success of rehabilitation in the neighbourhood. A visual inspection of Grimsby Beach supports this as well.

Town officials*, however, are uncertain as to the positive long-term impact of residential rehabilitation. They agree that there has been significant improvement to the housing stock in the short term, but they are skeptical that these houses can be kept from deteriorating to their pre-NIP level, in the long term.

In spite of these doubts, the program has increased the viability of the neighbourhood. This is directly reflected in the increased value of the homes. The average sale price of houses in the NIP area has doubled from \$15,000 prior to NIP to \$30,000 in 1981.** Average rents have also increased from \$110-140/month to \$170/month presently.***

* Mel Brown, Building Inspector for the Town of Grimsby, January 21, 1981.

** David Jarvis, A.E. LePage Realty Limited, Grimsby, Ontario, January 23, 1981.

*** Mel Brown, Building Inspector for the Town of Grimsby, January 21, 1981.

The presence of the East Grimsby Residents Association prior to NIP indicated some citizen interest in municipal issues. However, resident input into the NIP planning process was the first of its kind in the town.

From a planning perspective, this initial involvement of citizens in an active participation program must be viewed as something of a breakthrough. The Planning Department staff would like to continue this type of process in the Town for the future.

The six public meetings held during the lifetime of NIP were well attended. Changes to the original proposals resulted, such as street pattern modifications, as a result of resident input.

The restoration of Ledingham Cottage (circa 1850), one of the few original cottage-houses remaining intact in the neighbourhood, was to be funded jointly by NIP and the Grimsby Historical Society. Internal disagreement, however, resulted in the Historical Society withdrawing its financial support and the project was subsequently deleted from NIP. A private citizen did purchase the cottage and restored it for residential use, thus saving an interesting example of historical architecture in Grimsby Beach.



Ledingham Cottage
Grimsby Beach

The Grimsby Beach NIP program was administered through existing municipal departments. The Urban Renewal Study provided the basis for hard service improvements and the Town, especially the Parks and Recreation Department, contributed expertise for planning and developing the soft service projects. With the exception of the hiring of one summer student, all facets of NIP were managed by municipal staff.

The breakdown of NIP expenditures in Grimsby Beach is shown in Table 13.

TABLE 13

<u>Expenditures for the Grimsby Beach</u> <u>NIP Project</u>				
	<u>Total</u> \$	<u>Federal</u> \$	<u>Provincial</u> \$	<u>Municipal</u> \$
Selection	1,051	525	263	263
Planning	10,459	5,229	2,614	2,614
Services/ Utilities	306,656 (340,000)	76,664 (85,000)	76,664 (85,000)	153,328 (170,000)
Social/ Recreational	155,513 (250,000)	77,756 (125,000)	38,878 (62,500)	38,878 (62,500)
Administration	47,812 (20,000)	23,538 (10,000)	11,873 (5,000)	12,401 (5,000)
Other	-	-	-	13,326
Total	534,816 (610,000)	183,712 (220,000)	130,292 (152,500)	220,810 (237,500)

(estimated costs)

Source: Town of Grimsby NIP Application and D. Hallam, Deputy Treasurer,
Town of Grimsby

The total amount of money spent was less than the amount originally budgeted for in all areas except administration. The administration expenses were initially under-estimated.

The Town's share of \$220,810 was financed in the following manner: \$125,000 was debentured, \$34,810 was taken from the Current Revenue Budget and the balance of \$61,000 was obtained through a Ministry of Transportation and Communications (MTC) subsidy. The MTC funds were put toward road reconstruction and repair costs.

The stimulation of private development in the NIP area was an underlying objective of the Program. Its success in the Phase 1 area has been somewhat limited with construction of only a few of new houses. However, a new 127 unit residential subdivision, Grimsby Woodland, located south of Lake Street and west of Betts Avenue, was constructed in 1976. This new development is within NIP boundaries and its implementation stems, at least in part, from the NIP improvements that upgraded the adjacent community. The positive impact that NIP has had on private development can be seen in Grimsby Beach in this very tangible way.

2.5.4 Conclusions

Perhaps the best way to judge the overall success of the Grimsby Beach Program is through the visual improvements. Better road access to, and within the area, accomplished by a road reconstruction program, the cleanup and landscaping of open space and the installation of playground equipment, improvement in the condition of the housing stock, and increased private development, have all contributed to the renewal of the area.

The Grimsby Beach NIP project did not simply contribute to neighbourhood renewal. In fact, it prevented further deterioration from occurring in the area.

The major positive community impacts are:

- . Serious problems of spring flooding and poor traffic and pedestrian accessibility have been reduced or eliminated due to NIP improvements.
- . Although Grimsby Beach is still perceived by Grimsby residents to be a separate and somewhat less desirable neighbourhood to reside in, new families are now being attracted to the area.

. Private investment has occurred in the NIP area as evidenced by the Grimsby Woodland housing development, a 127 unit subdivision. A small commercial enterprise at Park Road and Lake Street has also developed since the introduction of NIP.

. Ten homes have been privately upgraded.

Residential rehabilitation was a very important aspect of community renewal in Grimsby Beach. Despite widespread resident use of RRAP and OHRP, resident satisfaction with housing improvements is not completely shared by municipal officials.

Officials feel the social climate of the area and the poor basic quality of the housing stock may result in houses reverting back to their pre-RRAP condition. The Town cited an example of an applicant who received substantial RRAP funds (\$4,000) for home improvements. Within a few years, this house had to be demolished due to its poor condition.

Generally, then, the Grimsby Beach project had a positive community impact and met the six original NIP objectives. There have been no unforeseen negative impacts. Program delivery appears to have proceeded without complication. Although the proposed schedule was not met exactly, funds were underspent.

The municipality financed a portion of its costs by taking out a \$125,000 debenture. The Town does not appear to have any difficulty in meeting this debt nor was Council reluctant to take it on.

Ottawa

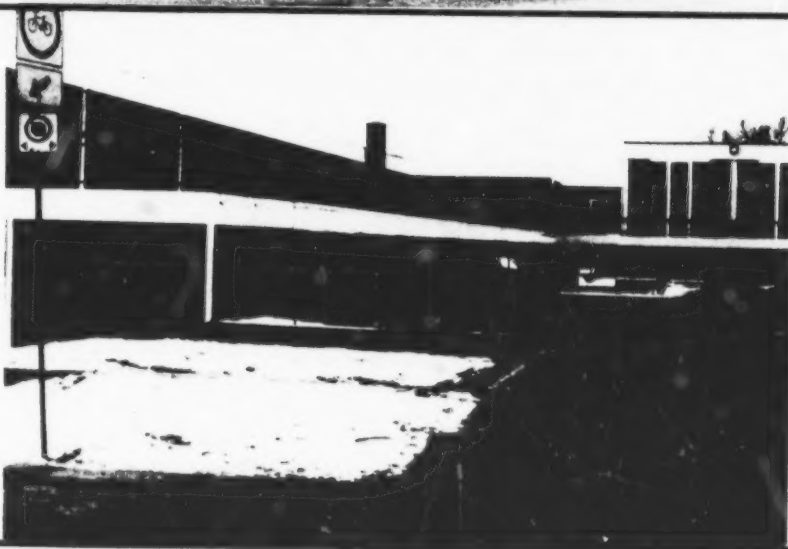
Streetscaping -
Flora Street



Tot lot constructed
on Arlington
Street



McNabb Community
Centre



2.6 OTTAWA

2.6.1 Summary

The Centretown 4 Neighbourhood Improvement Program was successful in three areas:

- (1) it enabled the actual expansion of existing recreational and social facilities in the neighbourhood.
- (2) it allowed the City to minimize the serious traffic problems on local streets through a street landscaping and reorganization program.
- (3) it stimulated, in combination with the Residential Rehabilitation Assistance Program, substantial rejuvenation of housing in the area.

Overall it has appeared to meet the objectives set out for the Program by the senior levels of government.

There were few problems encountered and no negative community level impacts were apparent to local staff or to us. The problems that were mentioned related mostly to eligibility criteria. Neighbourhood boundaries which ran down the centre of a street between the Centretown 3 and Centretown 4 NIP areas resulted in both equity and design problems since both sides of the street could not be treated in the same manner. There were also some difficulties in determining the eligibility of certain items for NIP funds, e.g. street landscaping.

The total cost of NIP was \$625,650. Of this total, \$274,496 (44%) was spent on soft services and \$306,240 (49%) on hard services. The Provincial contribution amounted to \$156,412.

Emphasis was placed on soft service improvements. These included an expansion to the McNabb Community Centre, construction of one tot lot and a program of streetscaping and street reorganization.

The McNabb Community Centre is located in the Centretown 3 NIP area adjacent to Centretown 4 on Gladstone Avenue. It serves the residents of both NIP areas and NIP funds from both these neighbourhoods were allotted for the Centre's expansion.



Centretown 4 N.I.P. Area



C.B.D.

Ottawa

map 13

Hard service improvements included installation of traffic signals and a program of road construction and sidewalk repairs.

A number of projects were dropped from the original redevelopment plan for various reasons. These included a daycare centre, a neighbourhood information centre, land acquisition for non-profit housing, a noise pollution study on Arlington Street and elimination of one of the two proposed tot-lots.

The amount of RRAP money spent in the area was the highest among our case study municipalities: \$1,406,630. This was divided up among 254 applicants. Even more significant, is the fact that 213 of these RRAP applicants (or 84%) were landlords. The number of homeowners who took advantage of the program was fairly small (41 or 16%).

NIP has created more stability for residents in Centretown 4. A number of transient use properties (e.g. rooming houses) have been rehabilitated and the area's mixture of family and multiple-unit residential uses has been positively reinforced. There is no evidence of significant "white-painting" in the area.

2.6.2 Background

The City of Ottawa is located on the Ottawa River approximately 120 miles west of Montreal. As the national capital, the majority of its residents are employed by the Federal Government. Increasingly numbers of residents are also being employed by high technology industries. Ottawa is still considered a government town with an extremely large white-collar work force and a growing demand for central city housing.

In 1974 the City of Ottawa selected three neighbourhoods for NIP funding. These were Belltown, Centretown 3 and Centretown 4. Centretown 4 was the only project fully completed at the time we initiated our evaluation so it was selected as the case study (see Map 13).

Centretown 4 had a population of 2900 in 1976 and covered an area of 29 hectares. It is predominantly residential and is part of the larger downtown area known, simply, as Centretown. It is adjacent to another NIP area - Centretown 3; their common boundary is Gladstone Avenue.

This close proximity to each other created some concerns. The small size of Centretown 4 was the result of earlier political and planning divisions during the preparation of the Centretown Neighbourhood Development Plan. Although its size barely justified it as a single NIP area, separation of Centretown 3 and 4 also maximized the Federal and Provincial contributions received.

Their boundary, which ran down the middle of Gladstone Avenue, necessitated cost sharing between the two areas for certain projects like the McNabb Community Centre.

A comparison of the socio-economic and housing conditions between the NIP area and the City of Ottawa is illustrated in Table 14.

TABLE 14

<u>Socio-Economic Characteristics of the City of Ottawa and Centretown 4 (1976)</u>		
	<u>Ottawa</u>	<u>Centretown 4</u>
Population	304,462	2900
Number of Households	112,375	1046*
Average Household Size	2.6	2.8
Average Annual Income	\$9,205 (1971)	\$5,000*
Tenure - Homeowners	39%	34%
Tenants	61%	66%
* estimated		
Source: Census Canada 1971, 1976, Centretown 4 NIP Redevelopment Plan		

The major difference between the City and Centretown 4 is average annual income. The much lower figure for the NIP area can be explained partially by the transient nature of many of the area's residents. This resident instability along with high levels of absentee ownership could also have been the reason for the deterioration of the housing stock.

The prime objectives of the Centretown 4 Program were to upgrade the quality of the residential buildings and provide social and recreational facilities. Hard service improvements -- road reconstruction and sidewalk replacement -- did not receive as high a priority by the area residents.

The Centretown Neighbourhood Development Plan, prepared by the City Planning Department in 1974, included the Centretown 4 NIP area. The plan emphasized the need for suitable housing stock for families living in Centretown, as a whole. It was estimated that 70 percent of the housing stock needed some degree of repair. NIP was viewed by the City as one of the primary tools for implementing the secondary plan.

Prior to NIP, a high degree of instability, in terms of resident tenure, prevailed in Centretown 4. The proliferation of rooming houses and absentee-owned buildings was evident. Combined with a total lack of open space for recreational purposes, the area was not attractive to families or longer term residents in general.

NIP appears to have changed this situation, however. Although a great many tenant-occupied housing units still exist, the rehabilitation of a large number of area houses (254) significantly improved the quality of housing. As a result, families are returning to the area, and with the social/recreational improvements (tot lot construction and expansion of the community centre), this trend is expected to continue.

2.6.3 Neighbourhood Improvement Program

The Centretown 4 NIP process was started in March 1974 and, although scheduled for completion by October 1978, it had to be extended until March 31, 1980. The cost of the Program reached a total of \$625,650, less than the original estimate of \$690,406. A breakdown of expenditures is shown in Table 15.

TABLE 15

Breakdown of Expenditures for the Centretown 4 NIP Project

	<u>Total</u> \$	<u>Federal</u> \$	<u>Provincial</u> \$	<u>Municipal</u> \$
Social/ Recreational Facilities	274,496 (340,000)	137,248 (170,000)	68,624 (85,000)	68,624 (85,000)
Services/ Utilities	306,240 (205,800)	76,560 (51,450)	76,560 (51,450)	153,120 (102,900)
Administration	44,912 (36,000)	22,456 (18,000)	11,228 (9,000)	11,228 (9,000)
Contingencies	(108,606)	(54,000)	(28,106)	(26,500)
Total:	\$ 625,650 (690,406)	\$ 236,265 (293,450)	\$ 156,412 (173,556)	\$ 232,400 (223,400)

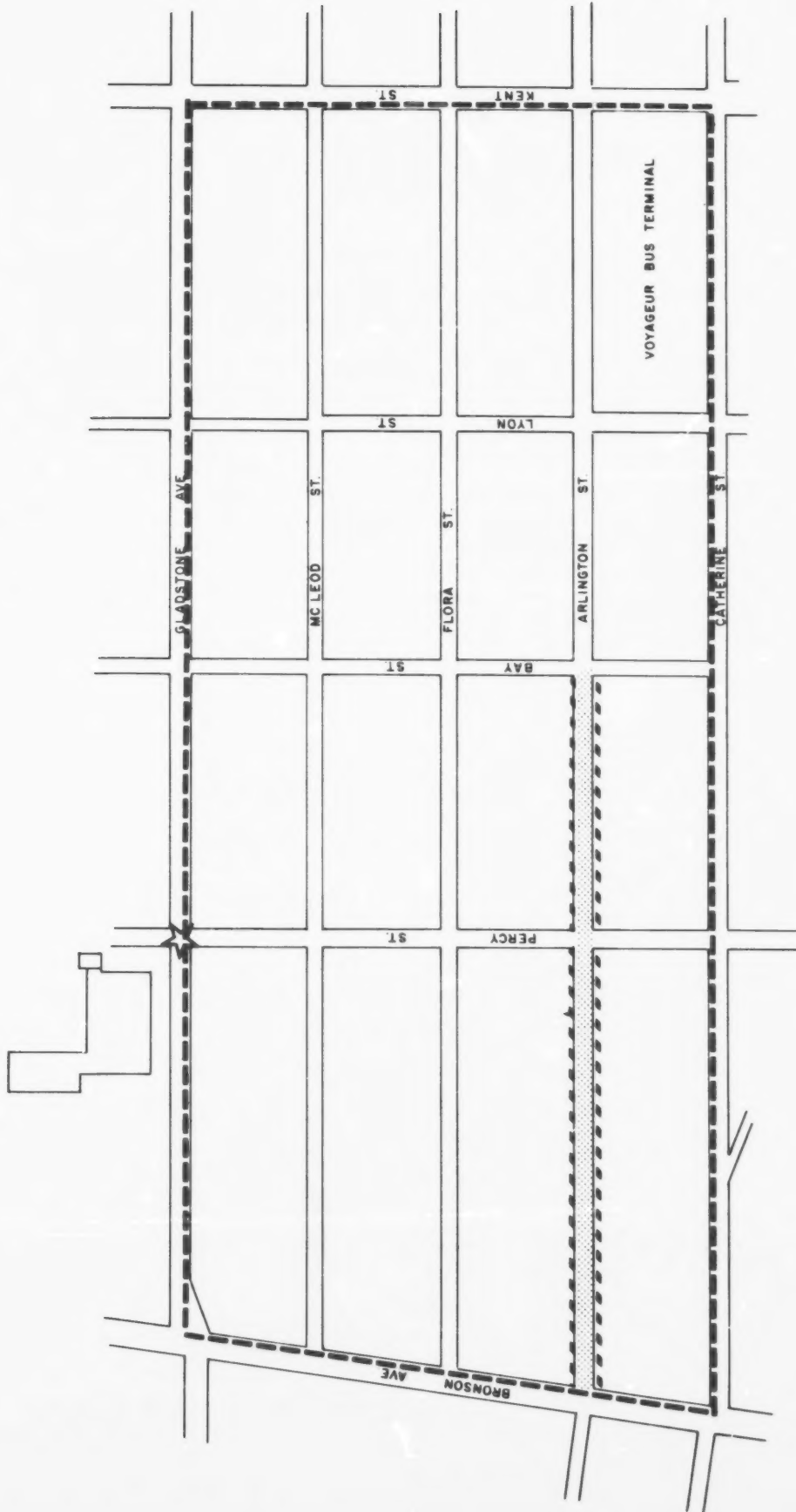
(estimated costs)

Source: NIP Redevelopment Plan, Centretown NIP Area 4 and
J.G. Cloutier, Head, Neighbourhood Rehabilitation
Program

Expenditures for hard services exceeded those for soft services by five percent. In the initial NIP proposals quite the opposite was projected.

Through the selection process, however, many soft service projects - such as a day care centre and an information centre, were deleted, enabling a higher proportion of the monies to be spent on hard services.

This illustrates the program's flexibility and the fact that after more in-depth study projects could be dropped, if judged not viable.



LEGEND



Road Re-Surfacing and Sidewalk Construction



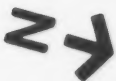
Traffic Signal

HARD SERVICES

CENTRETOWN 4 N.I.P. AREA

Ottawa

map 14



LEGEND

Community Centre Expansion

Tot-Lot

Street Landscaping / Reorganization

**SOFT SERVICES
CENTRETOWN 4 N.I.P. AREA**

Ottawa

map 15

The only other point of significance pertaining to the budget is a four percent overrun of the City's contribution, bringing their total to \$232,400.

In addition to committed Federal and Provincial NIP funds, municipalities usually are eligible to receive additional money from various government agencies. Ottawa, however, has only been able to obtain a \$36,000 subsidy from the Ministry of Culture and Recreation for expansion of the McNabb Community Centre. Additional subsidies from the Ministry of Transportation and Communication for road and sidewalk construction have not yet been realized, although applications have been made.

As mentioned previously, completion of all proposed NIP projects did not occur. In fact, some very major proposals were deleted, including:

- . a day care centre that Ottawa Regional Government refused to assist in funding (capital and operational costs) citing it as unnecessary due to the close proximity of another such facility in Centretown;
- . an information centre for the neighbourhood that opened for a year on an experimental basis, but was closed because of a lack of resident response;
- . a study to determine the noise impact of an inter-city bus terminal located adjacent to the NIP area that was deleted as too costly;
- . the acquisition of land for non-profit rental housing that was dropped due to the lack of available land in Centretown 4;
- . development of only one of the two proposed tot-lots due also to unavailability of land.

The overall success of NIP, despite such major changes to the original plan, indicates the importance of plan adaptability during implementation. Although these projects were eliminated from the original plan, the basic goals of NIP were still accomplished through completion of the remaining projects.

Hard service projects which were carried out are illustrated on Map 14. These included:

- . Road reconstruction and sidewalk improvements, principally on Arlington Street, but also in other neighbourhood locations as well.
- . Traffic light installation at the corner of Gladstone Avenue and Percy Street due to the heavy pedestrian traffic -- mainly a school crossing. This cost was shared equally between Centretowns 3 and 4.

The more visible soft service projects, shown on Map 15, included the following:

- . Expansion of the McNabb Community Centre comprised new recreational and kitchen facilities, and eventually became the costliest single NIP item (\$224,000). The costs were shared between the two NIP areas, with the lion's share (\$200,000) paid by Centretown 4.
- . Streetscaping and street reorganization of parts of Flora and Arlington Streets incorporated narrowing of streets, sidewalk re-alignment, parking space provision, planting of trees and installation of benches for pedestrians.
- . Construction of a tot-lot on Arlington Street included the installation of creative playground equipment. There was no open space in the neighbourhood before this.
- . A total of 15 wooden refuse containers were placed at various locations in the area.

Improvement of traffic circulation in the area, initially perceived as a goal of NIP, was accomplished through the street landscaping project. The narrowing of streets reduced traffic speed and the new system of one-way streets helped reduce the use of the area as a short-cut for through traffic.

It was not without its problems, however. For the first winter, City snow removal crews damaged some curbs and tree planters while carrying out their job. Steps by the City to inform employees of street pattern changes in the area has, hopefully, eliminated this problem.

One of the main objectives of NIP was to support the rehabilitation of the housing stock of Centretown 4 with improvements to public services and facilities. RRAP complemented these projects. A total of 254 RRAP loans, worth \$1,406,630 in building repairs, was administered. The vast majority of the loans, 84%, were taken out by landlords.

This unusually high amount of landlord RRAP is peculiar to Ottawa and Prescott. We found that the opposite situation predominated in the other case study communities.

Municipal officials from the City's Building Branch suggested that, although rehabilitation through RRAP has been significant, private rehabilitation in the area has occurred at twice that rate. This could be due to the good potential in well-built brick buildings and the residential stability encouraged by the Centretown Secondary Plan, as well as the location of the neighbourhood close to the core area of Ottawa.

RRAP funding for commercial property upgrading was initially planned, but abandoned early in the program. In Centretown 4, interest in obtaining such a loan was expressed by only one store owner, but the City's full RRAP budget for that year had been allocated by CMHC so the application could not be processed. The owner, subsequently, lost interest and did not re-apply the following year.

The NIP improvements to the area and the rehabilitation of the housing stock have undoubtedly been factors in the increase in house values. Average re-sale value of a typical single family house in Centretown 4 in 1975 was \$37,289; this increased to \$53,943 by 1980. Although this represents an increase of \$17,000 (or 45 percent) in five years, average house prices in Centretown 4 still remain below those of the City. For the entire City, the values for 1975 and 1979 were \$49,389 and \$60,730 respectively (or 23 percent). Both increases, though, were not even at the level of inflation during that period.

Future improvements to the area are still necessary:

- . Further alterations to traffic circulation patterns to create a more efficient network could be implemented.
- . Continuing the program of necessary road repairs and burying overhead utilities were other needs identified by the residents.

The municipal structure set up to deliver NIP has changed since 1974. Initially a planner was not involved. The NIP Co-ordinator and Citizens Committee Representative worked out of a field office and were responsible for the redevelopment plan preparation. The Co-ordinator, RRAP officer and eventually, the assigned neighbourhood planner worked closely, and although physically separate, no major problems with administration or cooperation were encountered.

The Centretown Neighbourhood Development Plan, prepared in 1974, and approved as part of the City's Official Plan in 1977, aimed to maintain and improve existing good quality housing and provide a favourable environment for family living in inner city neighbourhoods.

Through selective down-zoning of areas immediately surrounding Centretown 4, redevelopment pressures, such as land speculation resulting in drastic changes in occupancy patterns from families to single person households, have been eased.

In addition, stricter development control mechanisms have been incorporated into the secondary plan to prevent the reoccurrence of incompatible commercial and residential uses.

Completion of NIP enabled Centretown 4 to resist redevelopment pressures from the surrounding area. Rehabilitation of the housing stock and improvements to the physical environment, such as the streetscaping, have provided an attractive neighbourhood for inner city living.

2.6.4 Conclusions

The success of NIP in Centretown 4 is apparent. Improvements to both hard and soft services have resulted in a visual change to the area, which reinforces the NIP objective of improving the quality of a residential neighbourhood. In conjunction with the Centretown Neighbourhood Development Plan, NIP has stabilized the neighbourhood to a point that its attractiveness as an inner city residential neighbourhood has returned.

Major conclusions drawn from this evaluation include:

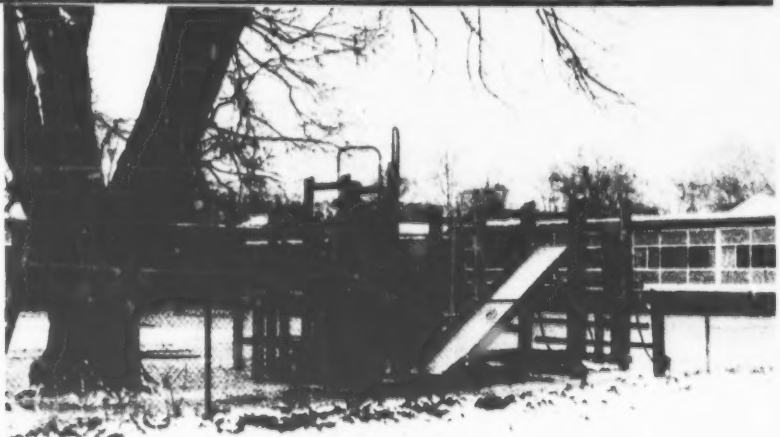
- . Although slightly more money was spent on hard services than on soft services, the importance of the latter is emphasized by the type of social/recreational projects undertaken. These projects (community centre expansion, tot-lot development, street-scaping) reinforced the human character of the neighbourhood.
- . NIP enabled the City to move up Centretown 4 in its timetable of regular hard service improvements to city neighbourhoods.
- . The City's continuing program of Neighbourhood Studies emphasizes its commitment to long term planning at the neighbourhood level and NIP reinforced this.
- . Success of NIP and RRAP in the area appears to have initiated significant private rehabilitation of residential units.
- . Improvements completed under NIP and RRAP indirectly eased redevelopment pressures evident prior to NIP.
- . House prices in the neighbourhood have not increased to such a large extent (relative to the rest of the City) that lower income groups are excluded. The essential character of the area and, its blue collar housing market, remains, even with the improvements.
- . The one property acquired by the city for NIP, for development of the tot-lot, was vacant, so no displacement of families was necessary.
- . Streetscaping and street re-organization has reduced the serious problems created by through traffic.

Implementation of the NIP projects has rejuvenated the neighbourhood and upgraded the housing stock. Combined with additional planning measures undertaken by the City, NIP has revived Centretown 4 as an attractive inner city residential neighbourhood.

Prescott



Fire/Police Hall Renovation



Creative playground
equipment in school
yard



Forwarders Museum
on Water Street

2.7 PRESCOTT

2.7.1 Summary

The Town of Prescott designated its NIP area to include not only a major portion of the Town's residential area, but also the downtown commercial sector (see Map 16). Almost seventy percent of the 4,975 residents of Prescott live in the Project 1 neighbourhood improvement area.

This allowed the Town to adopt a varied and innovative set of NIP projects that renewed and rejuvenated the residential neighbourhood as well as the commercial core and benefitted the Town as a whole.

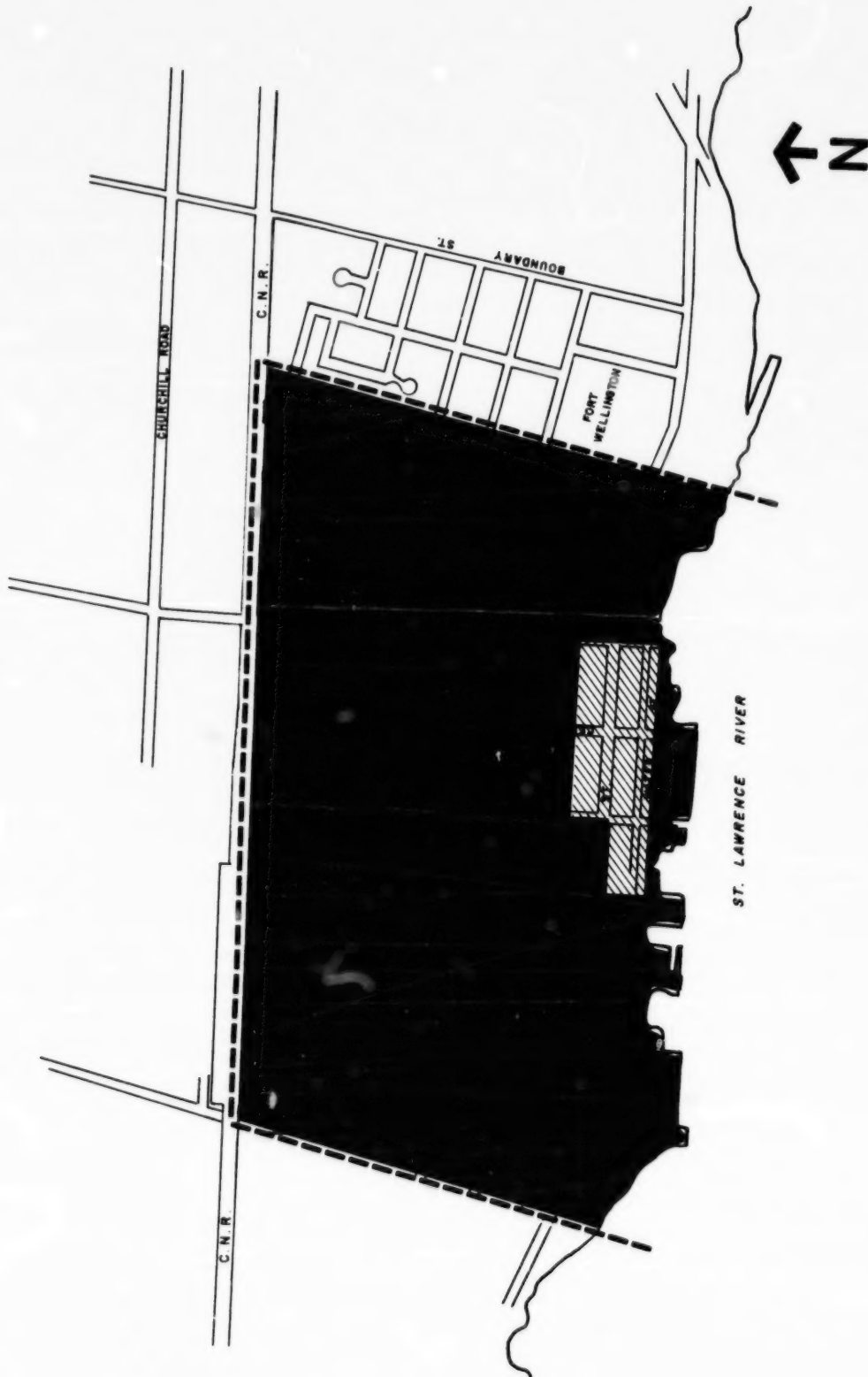
The total cost of the Program thus far has been \$3,001,731. Of this, \$1,693,052 (56%) has been spent on hard services and \$1,237,673 (41%) on soft services. The Provincial share was \$750,432 (25%).

The improvements to hard services consisted mainly of sanitary sewer reconstruction and storm sewer installation. The old sewer system in the Town was a combined sanitary and storm system. This was deteriorating due to age and a sewer separation program was necessary to eliminate flooding problems. In addition, road reconstruction and sidewalk improvements throughout the area were carried out (see Map 17) across the neighbourhood.

To ensure the area maintains and improves its social amenities, a large number of soft service projects were implemented. These included construction of a new waterfront park at the foot of Centre Street downtown (along with wharf construction), community centre expansion, fire/police hall improvements and Centennial Park landscaping. The soft service component also included several projects unique to Prescott and to NIP as a whole:

- . creation of the Forwarders' Museum,
- . construction of a clock tower downtown,
- . development of a community health facility,
- . downtown streetscaping on King Street.

Prescott



Project 1 N.I.P. Area

C.B.D.

There was significant involvement in NIP by private sector organizations. Included in this group were the Rotary Club, Historical Society, Kinsmen and the Kiwanis. Collectively they contributed \$38,574 to various NIP projects. Their involvement increased the impact of NIP on the community and enabled the Town to take on projects, such as the clock tower, which they might not have been able to afford otherwise.

To date, the Town has not had to borrow money to finance their portion of NIP costs. These costs have been covered by their capital expense budget. In fact, NIP expenditure by the municipality has taken up 100 percent of their capital budget over the last four years. However, the final NIP project, the community health facility, may require the Town to borrow some funds.

Implementation of NIP projects also created considerable interest in obtaining RRAP funds. A total of 242 loans were administered, totalling \$854,190. Of this, 156 (or 65%) went to landlords.

2.7.2 Background

The Town of Prescott is located on the St. Lawrence River, in Eastern Ontario, approximately 60 miles south of Ottawa and 15 miles east of Brockville. Its population of 4,975 (1976) has declined only fractionally over the past ten years.

Although the industrial base in the Town is small, it is relatively stable. Major Prescott employers include C.F. Hathaway, a shirt manufacturer that employs 150, RCA Limited with 223 employees and the Federal Ministry of Transport, Canadian Coast Guard, with a staff of 260.

The Prescott NIP area is known simply as Project 1. It encompasses almost the entire Town including the downtown business section. This reflects the problem a small municipality may have in actually designating a smaller part of the Town as a neighbourhood improvement area. In this case, the designation of such a large portion of the Town as the NIP area may have actually ensured the Program's success. By including the downtown area as well as the residential neighbourhood the scope and variety of projects undertaken was increased. This generated increased community-wide interest in NIP and benefitted the Town as a whole.

Project 1 covers 102 hectares with a population of 3337. Prior to NIP, its needs were evident:

- . The sanitary and storm sewers, then combined, were old and deteriorated.
- . Aging watermains were inadequate for water supply and pressurization.
- . City streets and sidewalks were in need of repair.

Improvement of the social amenities of the area was also a prime objective of NIP. Although soft services were present (community centre, Centennial Park, two school yards) prior to NIP, upgrading of existing facilities and construction of some new ones, were necessary.

In this area of social and recreational needs private sector groups played an important role. Expansion of the community centre, creation of the Forwarders Museum and construction of the clock tower were all the direct result of involvement by these private organizations. NIP provided the stimulus for these improvements.

Comparative socio-economic and housing characteristics between Project 1 NIP area and the Town of Prescott are illustrated in Table 16.

TABLE 16

<u>Socio-Economic and Housing Characteristics of the Town of Prescott and Project 1 (1976)</u>		
	Prescott	Project 1
Population	4,975	3,337
Number of Households	1,665	1,025
Average Household Size	2.9	3.2
Tenure - Homeowners	61%	58%
Tenants	39%	42%
Source: Census 1971, 1976 and Town of Prescott NIP Application (1975)		

Not surprisingly, there are no significant differences between Project 1 and the Town as a whole. This can be attributed to the high percentage of the Town that is included in the NIP area. Comparable income data for the Town and Project 1 was not available.

2.7.3 Neighbourhood Improvement Program

The Prescott Neighbourhood Improvement Program began in December 1975, and although its completion date originally was December 1979, it had to be extended twice. With one project still under construction, it is expected that completion of the Program will now be March 1981.

The cost of a program such as NIP is always a concern to a municipality. Table 17 illustrates the overall NIP expenditures in Prescott. To date the Town has spent \$1.2 million, but has not had to borrow monies to finance their share.

The Town of Prescott received \$692,335 in subsidies and donations from other public and private sources to assist in financing their portion of NIP. This sum represents almost 60 percent of the municipal share of \$1,173,695. The contributors included:

- . Ministry of Transportation and Communications, contributed \$481,463 (or 60%) for road reconstruction and sidewalk replacement.
- . The Ministry of Culture and Recreation and Wintario contributed \$73,000 (10%). This money went toward community centre improvements and the police/fire hall renovations.
- . Prescott Public Utilities Commission completed utility installation and road improvements totalling \$92,141 (13%). Although considered a subsidy, this amount cannot strictly be classified as such because the PUC was reimbursed from NIP funds.
- . Public and private schoolboards provided \$3,937 (0.6%) towards playground equipment for two school yards.
- . Private organizations contributed \$38,574 (5.5%). These included:

Rotary Club (Clock Tower)	\$16,185
Historical Society (Museum)	15,664
Kinsmen (Community Centre)	3,725

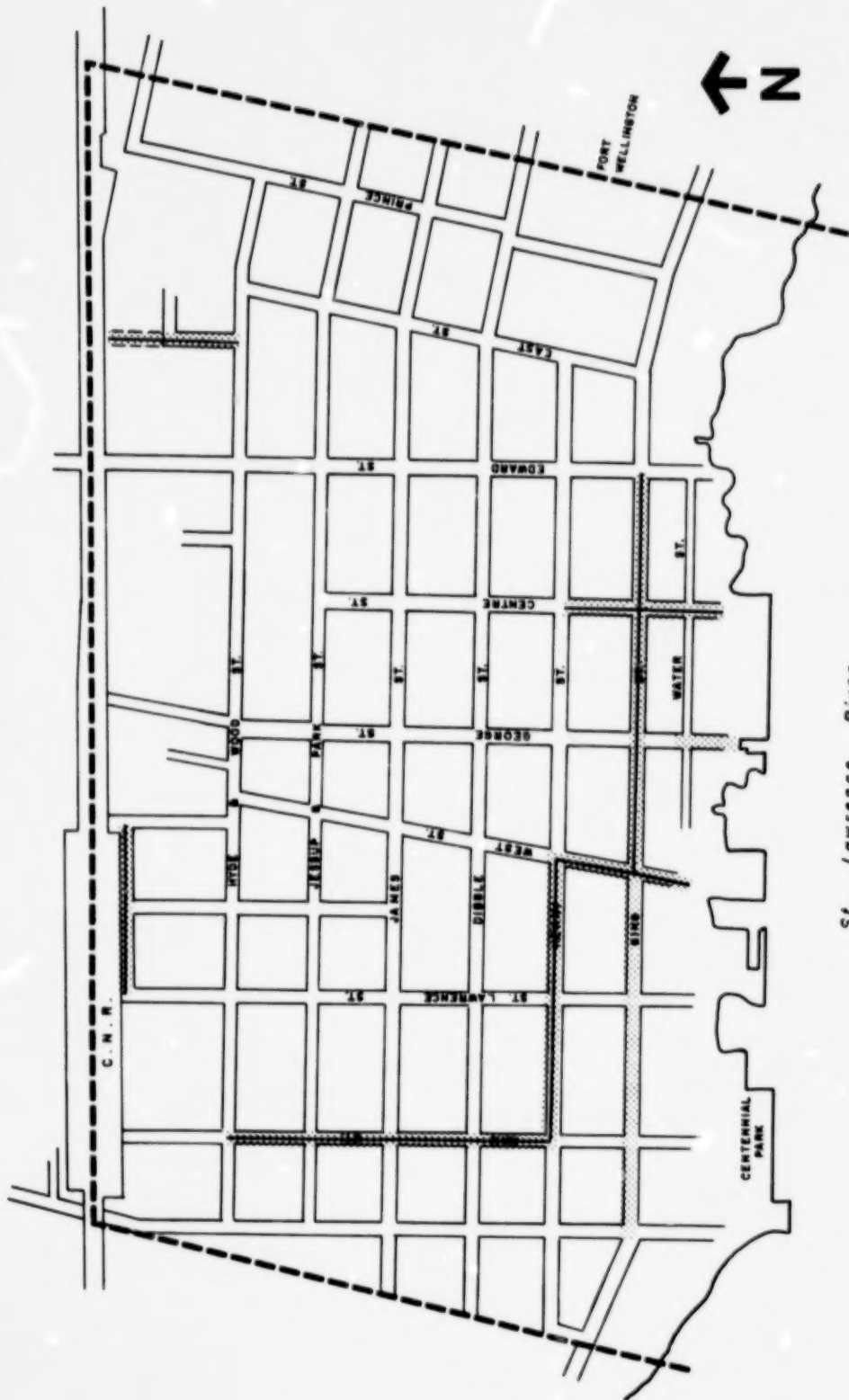
. Domtar Limited paid \$3,220 (0.5%) for waterfront space rental (for salt to be stored) for one year.

The comparison between the expected and actual costs of Project 1 is shown on Table 17. Actual hard service expenditures were only slightly less than estimated. Soft services were more costly than expected.

TABLE 17

<u>Breakdown of Expenditures for the Prescott NIP Project</u>				
	<u>Total</u>	<u>Federal</u>	<u>Provincial</u>	<u>Municipal</u>
Social/ Recreational Facilities	\$ 1,237,673 (769,500)	\$ 618,836 (384,250)	\$ 309,418 (192,625)	\$ 309,418 (192,625)
Services/ Utilities	1,693,052 (1,972,000)	423,263 (493,000)	423,263 (493,000)	846,526 (986,000)
Administration	71,005 (144,830)	35,502 (72,415)	17,751 (36,207.50)	17,751 (36,207.50)
Total	3,001,731 (3,238,500)	1,077,602 (1,125,75)	750,433 (809,875)	1,173,696 (809,875)
Contingency	(352,170)	(176,085)	(88,042.50)	(88,042.50)
Expected Costs = ()				
Source: Neighbourhood Redevelopment Plan, Town of Prescott and A. Hoogenboom, NIP Co-ordinator				

The wide scope and variety of projects undertaken in the NIP area provided the neighbourhood with the necessary physical and social improvements. These projects included:



LEGEND

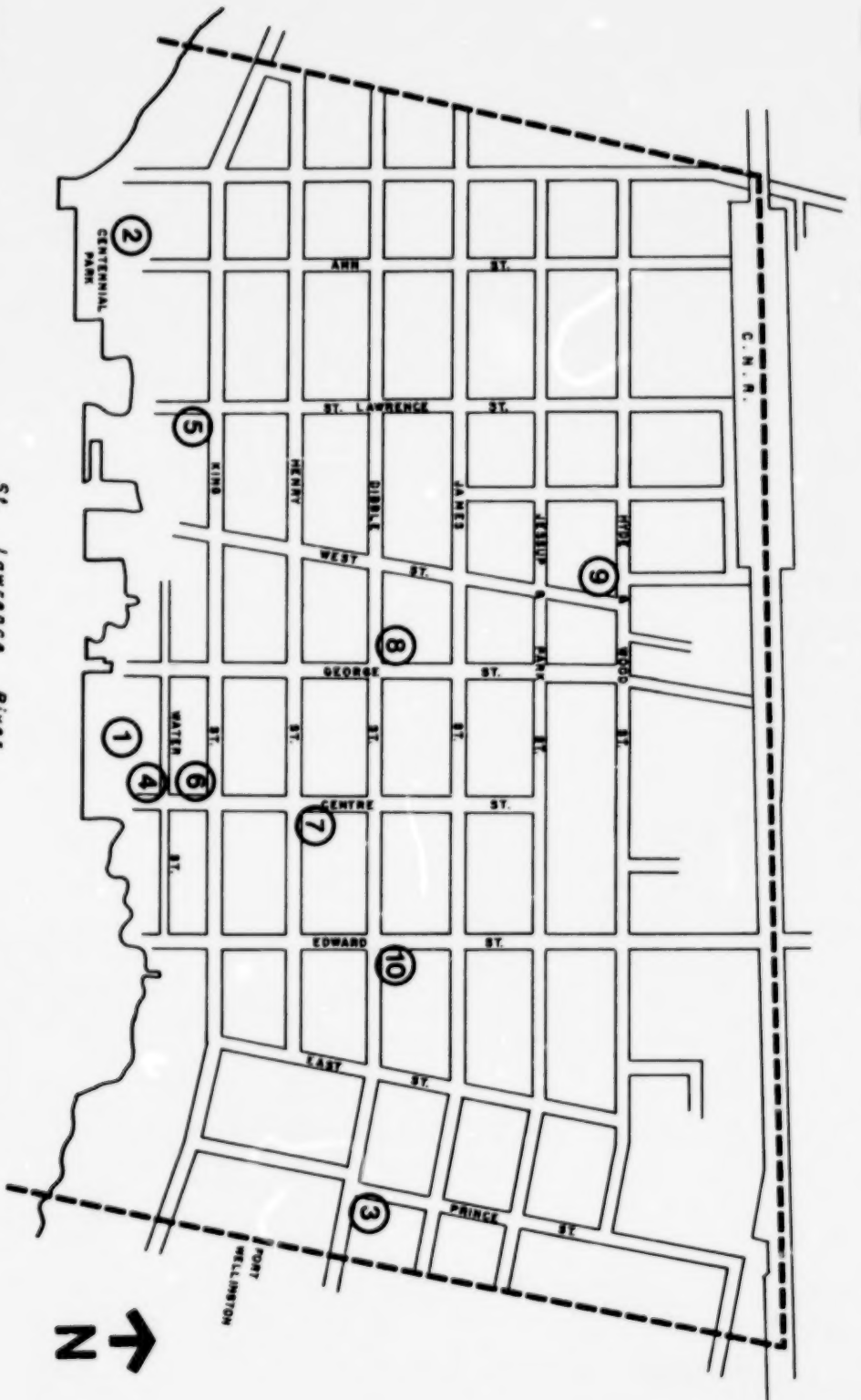
 Road Re-Surfacing

 Sewer Installation (Sanitary & Storm)

**HARD SERVICES
PROJECT 1 N.I.P. AREA**

Prescott

map 17



LEGEND

- 1 Waterfront Park / Wharf
- 2 Centennial Park
- 3 Community Centre
- 4 For Warders Museum
- 5 Health Facility
- 6 Clock Tower
- 7 Fire / Police Hall
- 8 Municipal Building
- 9, 10 Creative Playgrounds (Schools)

- . Reconstruction of King Street, including sewer installation and road surfacing
- . Ann and Henry Streets sewer separation (sanitary and storm)
- . Wharf construction and landscaping of Waterfront Park
- . Community Centre improvements and expansion
- . Fire/Police Hall renovations
- . Rotary Clock Tower construction on King Street
- . Creation of the Forwarders Museum
- . Downtown streetscaping, which included street furniture and landscaping (half of this work was financed by the BIA)
- . Development of a community health facility by means of joint cooperation between the Town and a group of medical doctors. The facility will comprise two separate wings with a walkway linking the wings. One wing is funded by the municipality (partially through NIP funds) for Blood Donor Clinics, first aid instruction and related activities; the other wing is privately funded by doctors for offices.
- . Other road and sidewalk replacement including reconstruction of Centre Street and improvements to Florence and Railway Streets.
- . Miscellaneous projects, concentrating mainly on minor soft service improvements, such as new street signs.

Although the original emphasis of NIP in Prescott was on hard services (which by their very nature are often costly), the amount spent on soft service improvements was significant: 41 percent.

Approximately half of the housing stock in the NIP area (53%) needed rehabilitation in 1975. Significant interest was shown in RRAP by the residents and municipal commitment to neighbourhood renewal contributed to this response.

The distribution of RRAP funds is illustrated in Table 18.

TABLE 18

<u>Distribution of RRAP Funds</u>			
<u>Type</u>	<u>Number</u>	<u>% of Total</u>	<u>Amount</u>
Homeowner	86	35	\$290,299
Landlord	156	65	563,891
Total	242	100	854,190
Source: Central Mortgage and Housing Corporation, 1981			

Although Project 1 is an established residential neighbourhood, a significant proportion of the housing units are tenant-occupied (42%). Conversion of single family homes to apartments and a trend for retired persons from the surrounding area to settle in Prescott contribute to the situation. Prescott Place and a Senior Citizen's Home, both recently constructed have increased significantly the number of rental units available in the Project 1 area.

The majority of RRAP applicants were landlords: two-thirds of the total. In addition to RRAP, 68 OHRP loans were administered to area residents and 70 percent of these went to landlords.

Due to the popularity of these rehabilitation programs, the Town has not had to rely on strict enforcement of their Property Standards Bylaw for property cleanup. Where necessary the more subtle method of public (peer group) pressure has been used.

Public meetings became an effective forum for resident input to NIP. The twenty-member NIP committee consisted of elected and appointed municipal officials, interest group members and Prescott residents. The Committee met regularly (in open meetings) and acted in an advisory role to Town Council.

The effective administration of the NIP program by municipal officials resulted in a minimum number of problems. Some difficulties, relating mainly to eligibility for NIP funding - and resulting in some delays - were encountered.

Examples of such projects encountering problems with eligibility include the renovation to the fire/police hall, the community health facility and street furniture for King Street.

Success of NIP in a town the size of Prescott can best be measured by the impact improvements have had on the area. Visually, they are obvious:

- . road reconstruction, sidewalk repairs and landscaping;
- . rehabilitation of housing stock through RRAP or private means;
- . increased level of social amenities, such as playgrounds;
- . private investment in the downtown: Prescott Place.

2.7.4 Conclusions

The inclusion of the majority of the Town of Prescott in NIP area boundaries reflects the scope of the Program in this community. The main impact has been to reinforce and rejuvenate the existing community. It has not, as might be the case in a larger municipality, resulted in a significant inflow of population or an increase in whitepainting.

One major impact from NIP has been the visual improvement created by road repairs, installation of curbs and gutters, sidewalk replacement and landscaping. Another is RRAP (especially landlord RRAP) and private rehabilitation. Still another is the significant amount of private investment in the downtown with the construction of Prescott Place and the related senior citizens housing project.

Other benefits include:

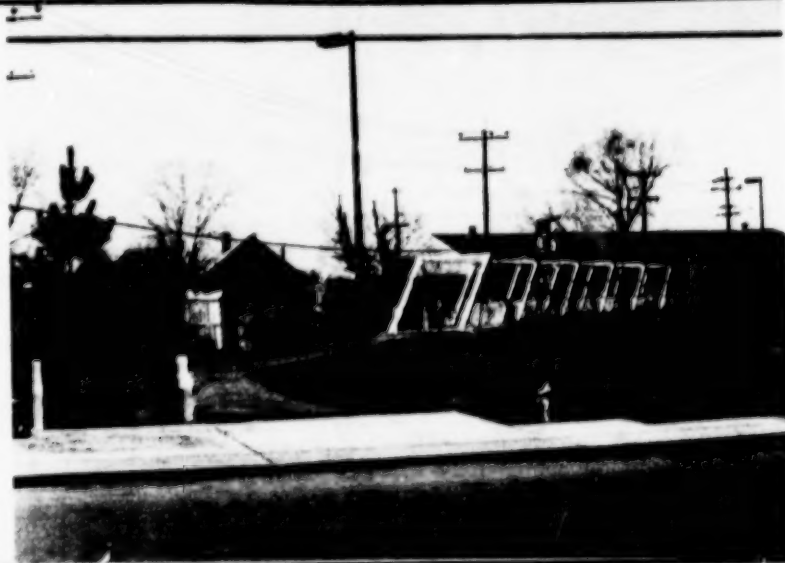
- . The elimination of serious potential water and sewage problems through the expenditure of \$1.6 million to upgrade the Town's hard services.
- . Reinforcement of the value of the area to its residents by the variety of soft service projects undertaken by NIP.

- . Maintenance of the area's viability for residential uses, through municipal improvements and building rehabilitation. This is reflected in the average sale value of houses which have risen from \$22,335 in 1975 to \$37,740 in 1980. Corresponding values for the Town are \$37,226 (1975) and \$47,743 1980. Although other factors - notably inflation - have partially caused this increase, it is reasonable to assume the NIP improvements have also been partly responsible.
- . Significant rehabilitation of houses occurred. Almost 300 loans were obtained under RRAP and OHRP and represent the highest number of any among the study communities.
- . The fact that the Town did not to have to borrow money to finance the program is even more remarkable when we considered the municipal share -- \$1,173,695
The Town managed to keep the actual costs in line with original estimates. Completion of the final NIP project (community health facility) may, however, necessitate an assumption of financial debt by Town.
- . The role played by private organizations and groups in the success of NIP was substantial.
- . The Program was completed without the need for house demolition or family relocation.

Thunder Bay



Road resurfacing and new sidewalk
in Odgen-East End



Northern Avenue
Bridge



Creative Playground
at Charry Park

2.8 THUNDER BAY

2.8.1 Summary

The Ogden-East End neighbourhood had a very successful public participation process under NIP. In fact comparing Ogden-East End to the other case studies, this is the feature that stands out as particularly notable in the Thunder Bay situation. Although the improvements to hard and soft services made important and visible changes in the area, it appeared from our interviews that the public education and public involvement aspects of the Program here played a large and beneficial role in overall neighbourhood improvement.

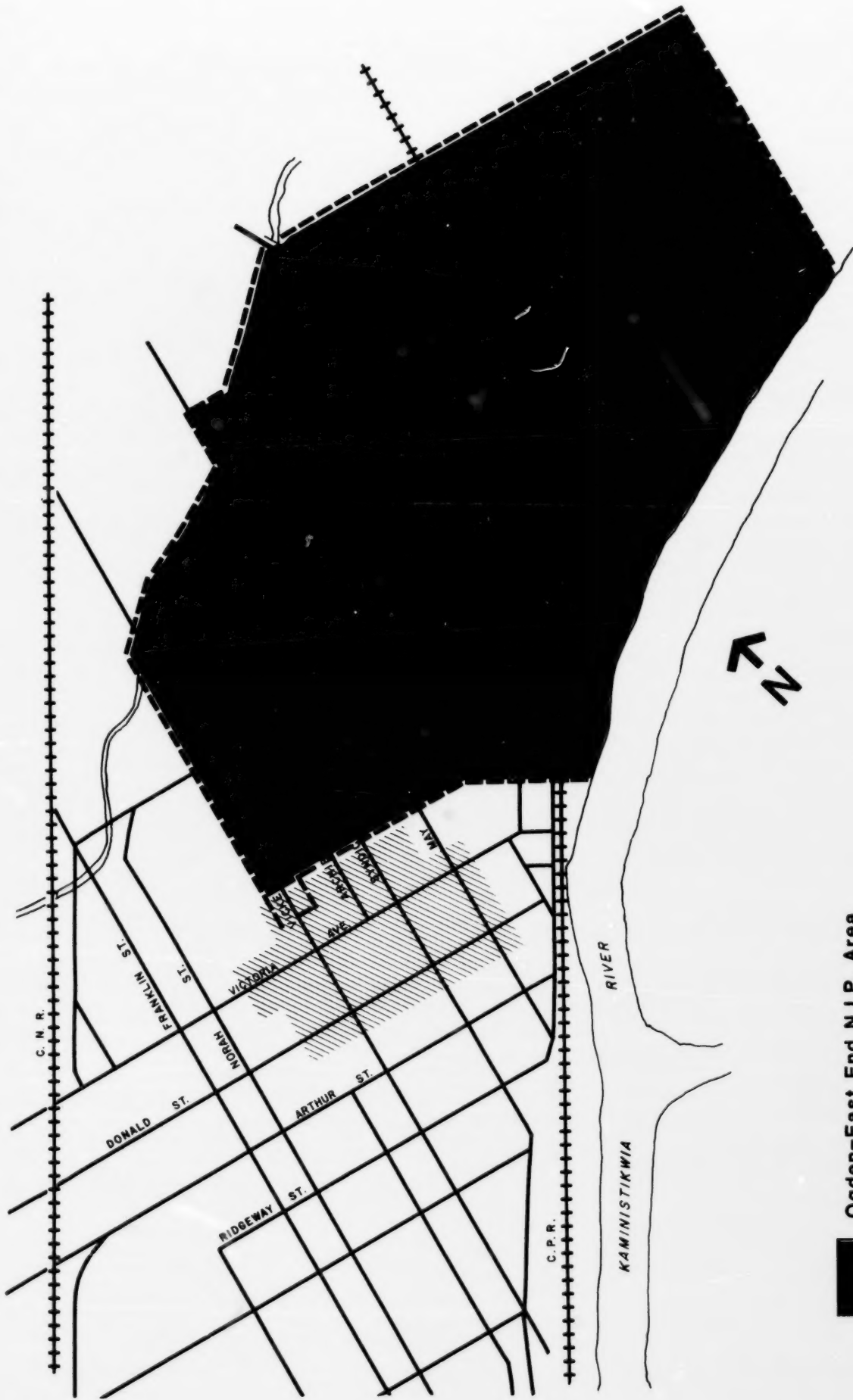
The entire neighbourhood and the East End, in particular, was in a very poor state of repair prior to NIP. The Program halted further deterioration and gave the area renewed life as a moderate and lower income residential neighbourhood. New houses have recently been built in the area, demonstrating renewed faith in its future.

Hard services did not receive an extensive amount of NIP money in the neighbourhood, instead the municipality spent over two million dollars from its capital works budget to improve the hard services. Only \$160,000 of NIP funds were used to improve some of the sidewalks and to resurface some roads.

Soft services were the major expenditure in Ogden-East End. Improvements to the existing parks, development of social housing, the purchase of Magnus Theatre and land for the Thunder Bay Boys and Girls Club were the major items.

2.8.2 Background

The extraction and processing of natural resources are the main industries in Thunder Bay. Large pulp and paper mills (Abitibi and Great Lakes) have dominated the local economy as the major employers for a number of years. Secondary industries have developed in the areas of steel equipment manufacturing and machining to assist in harvesting the natural resources. Thunder Bay is also the Lakehead terminus for Great Lakes shipping. Generally, the economy of Thunder Bay is fairly diversified and stable, and there is a sizable blue collar population.



 Ogden-East End N.I.P. Area

 C.B.D.

Thunder Bay

The City of Thunder Bay has four NIP areas: Ogden-East End, Bay-Secord, Westfort West and North Cumberland.

Ogden-East End was the only completed NIP project and as a result it was selected for this evaluation.

Ogden-East End originated as two separate neighbourhoods: the Ogden Community and East End. The neighbourhoods are physically separated by railway tracks, but are linked by a bridge over the tracks. They were put together to form a single NIP area to ensure that both neighbourhoods would receive some funding for improvements -- the total amount of program funding which would be available was uncertain at the start of the Program.

Together Ogden and the East End form one of the oldest areas of Thunder Bay and were part of Fort William which, developed before Port Arthur (see Map 19).

Railroad tracks form the south-west and western boundaries of the Ogden-East End neighbourhood. The central business district (Victoriaville) lies immediately to the north and lakefront industry to the south.

There are 2,710 (1976) households in the Ogden-East End neighbourhood with a population of 8,831. The total land area is 218 hectares, the largest of all our case studies.

The housing stock is more than 60 years old, with a combination of brick, frame and stucco buildings. The majority of homes are on 8 metre lots and are legal non-conforming uses under the present zoning by-law.

Ogden-East End is a fairly typical example of a neighbourhood which had deteriorated over time. For example, the area was serviced by the oldest and smallest diameter sewer system in Thunder Bay and during heavy rainfalls, some residents had to contend with basement flooding, sewage back-up and overflow of untreated sewage into the river system. The sidewalks and roads were also in need of substantial upgrading.

There were only four hectares of park for almost 9,000 people, which meant the area was deficient by 14 hectares, according to the Lakehead Official Plan. Some of the sheds in the backlanes of the houses were harbouring garbage, and attracting rats and other rodents. The combination of these factors made Ogden-East End the logical choice as the first neighbourhood to receive NIP funds in Thunder Bay*.

Table 19 illustrates some important differences between the NIP area and the whole City of Thunder Bay.

TABLE 19

<u>Socio-Economic and Housing Characteristics of the City of Thunder Bay and Ogden-East End (1976)</u>		
	<u>Thunder Bay</u>	<u>Ogden-East End</u>
Population	111,476	8,831
Number of Households	31,270	2,710
Average Household Income	9,791 (1971)	8,088 (1971)
Tenure - Homeowners	72%	69%
Tenants	28%	31%
Average Persons/Household	3.0	3.3
Source: Census of Canada 1971, 1976 Ogden-East End NIP Application		

A large percentage of the neighbourhood population are senior citizens on fixed incomes so this could account for the lower average neighbourhood income. There are no significant differences in tenure in the neighbourhood compared to the City as a whole, indicating the fairly stable character of Ogden-East End.

* The Inter-City area (now receiving Community Services Contribution Program funding) was considered in greater need, but the distribution of land uses was such that it did not qualify for NIP -- it was not 50 percent residential.

Ogden-East End is also an ethnically diverse neighbourhood with about 40 percent of the population comprising persons of Ukranian, Polish and Italian descent. Many ethnic halls and churches are located here, for instance,

- . Italian Society Principe de Piemonte,
- . Provista Society (Ukranian),
- . Lakehead Nisei Club,
- . Polish Hall,
- . Canadian Slovak League Branches #1, #10,
- . German Association.

2.8.3 Neighbourhood Improvement Program

Ogden-East End was designated as a Neighbourhood Improvement Area on January 6, 1975, with an initial allocation of \$1.72 million. In 1976 supplemental funds (\$215,000) were requested and approved when Northern Avenue was added to the NIP area. This brought total NIP funding to \$1.9 million.

Table 20 shows how NIP funds were actually spent, with the bracketed figures indicating the original budget.

TABLE 20

NIP Expenditures in the Ogden-East End Improvement Area

	<u>Total</u>	<u>Federal</u>	<u>Provincial</u>	<u>Municipal</u>
Social/ Recreational Facilities	\$ 1,546,711 (1,401,397)	\$ 733,355 (700,699)	\$ 386,677 (350,349)	\$386,677 (350,349)
Services/ Utilities	130,244 (255,000)	32,561 (63,750)	32,561 (63,750)	65,122 (127,500)
Administration	211,950 (215,000)	105,975 (107,500)	52,988 (53,750)	52,988 (53,750)
Planning & Selection	172,000 (25,000)	86,000 (12,500)	43,000 (6,250)	43,000 (6,250)
TOTAL	2,060,905 (1,906,397)	997,891 (889,499)	515,226 (476,599)	547,787 (540,349)

Source: Ogden-East End Redevelopment Plan, p. 26B

(estimated costs)

The municipality decided to spend as little NIP money as possible on hard services. Hard services would be paid for out of the municipal capital works budget.

The residents and the municipality considered NIP an opportunity to effect major improvements in this area which could not normally be carried out by the City. They felt this money should not be used as a substitute for a normal municipal servicing program.

Therefore, as shown on Table 20, over \$1.5 million was spent on social and recreational facilities (soft services).



LEGEND

Road Re-Surfacing



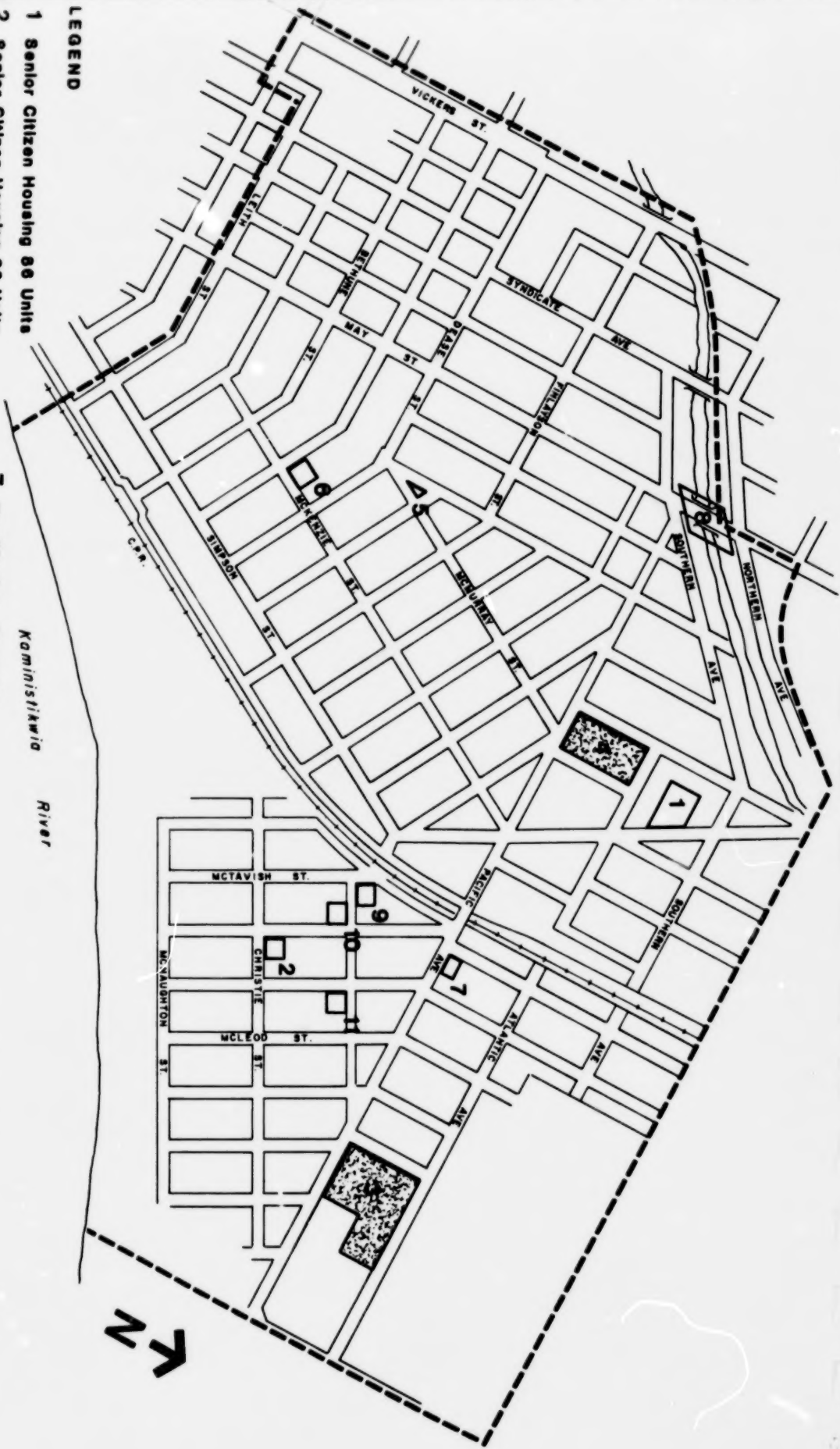
Sidewalk Construction



**HARD SERVICES
OGDEN-EAST END N.I.P. AREA**

Thunder Bay

map 20



LEGEND

- 1 Senior Citizen Housing 88 Units
- 2 Senior Citizen Housing 22 Units
- 3 Frank Cherry Park
- 4 Minnesota Park
- 5 Prince Arthur Blvd. Triangle
- 6 St. Lukes Church-Parkette
- 7 Pacific Ave. Parkette
- 8 Northern Ave. Bridge
- 9 Thunder Bay Boys & Girls Club
- 10 Magnus Theatre
- 11 Land For Social Housing

SOFT SERVICES
OGDEN-EAST END N.I.P. AREA
Thunder Bay

Map 20 illustrates the location of the recreational and social facilities purchased and developed with NIP funds. They are described below in more detail:

- . Purchased and demolished one apartment building (6 units) and four single family homes to construct an 86 unit senior citizen housing complex on Simpson Street.
- . Purchased land and demolished building (Italian Hall) in East End to construct a 22-unit senior citizens housing complex on McLaughlin Street.
- . Acquired additional land to enlarge Charry Park. Creative playground facilities were installed and the grounds landscaped.
- . Upgraded Minnesota Park's pool and purchased creative playground facilities for the Park.
- . Purchased vacant land from the City and developed a parkette in the Prince Arthur Triangle. This was a controversial acquisition. Residents defeated a residential use proposal for this site at Council.
- . Developed a small passive park next to St. Luke's Church.
- . Improved aesthetically a bus stop at Pacific Avenue and McLaughlin Street by adding planters and benches.
- . Installed Northern Avenue pedestrian bridge to connect the neighbourhood to Northern Avenue.
- . Purchased Lakehead Broom Factory for future site of the Thunder Bay Boys and Girls Club.
- . Purchased the Magnus Theatre, home of a repertory drama group, then leased it back to the theatre company for a dollar a year plus taxes.
- . Acquired a site at McIntosh and Connolly in the East End for the future construction of low to medium income housing.

The improvements to the hard services were not as extensive as the soft services and are illustrated on Map 21. The actual expenditure for improving hard services was \$130,244. This was spent in the following manner:

Road resurfacing

- (a) Heron Street: Simpson to McKenzie
- (b) Alexandra Street: Atlantic to Fort William
- (c) McMurray Street: Dease to Pacific

New sidewalk construction

- (a) Both sides: McIntosh - Pacific to Atlantic
- (b) West side McKenzie: Cumming to Cameron
- (c) West side McKenzie: Pruden to Ogden
- (d) West side McKenzie: Robertson to Rowland
- (e) East side McKenzie: Ogden to Robertson
- (f) North side Pacific: MacPherson to Charry Park
- (g) East side Vickers : Dease to Cameron

NIP improved Ogden-East End both physically and aesthetically. New and upgraded recreational facilities and hard services have enhanced the "quality of life" in the neighbourhood.

In large part this improvement in quality of life is also related to the increased public awareness and involvement by residents in decisions affecting their community. A residents' committee was formed under NIP to advise the City on how NIP funds should be spent. Over 200 committee meetings were held during the planning stage alone (over a 2 year period). Sub-committees on issues, such as senior citizens, parks, were formed to plan improvements related to these concerns.

The administration of NIP was the responsibility of the NIP coordinator who was hired specifically for the Program and was not part of a City Department. The coordinator and community development planners (hired by the coordinator) worked with the citizens' committee and produced the Re-development Plan. Employment of additional part-time staff was financed by a L.I.P. grant and the Canada Works Program.

The "Community News", a neighbourhood paper, was created to inform the residents about NIP activities and projects, and to offer the residents the opportunity to voice any concerns they might have. The newspaper provided insight into

what property standards were, e.g. how you complain to an officer and on how to cut through the red tape at City Hall. It got people involved in their community and it is still active today.

In addition to its NIP contribution, the municipality spent over \$2.0 million from its capital works budget on hard services in Ogden-East End. It resurfaced roads, repaired or laid new sidewalks, and installed new sanitary and storm sewers.

The only external funding the municipality received was \$52,000 in the form of a Community Centres Grant from the Ministry of Culture and Recreation. This helped reduce the amount of money the municipality had to contribute directly to NIP.

The Residential Rehabilitation Assistance Program (RRAP) was used in conjunction with NIP. Of the 2,710 households in the neighbourhood, 7 percent (177) of the housing units were improved with RRAP funds:

Owner Occupied	152	\$822,517
Landlord	<u>25</u>	<u>\$278,308</u>
Total	177	\$1,100,825

The Building Department administered RRAP and property standards officers were part of the Building Department's staff. The property standards by-law was enforced on a complaint basis because of costs and related lack of manpower. There did not appear to be strong local support for stepped up inspections and enforcement.

Many proposals were brought forward during NIP, but all could not be implemented. The following are some proposals that could be given further consideration in the future:

- . Short-term child care facilities to operate on a 24-hour basis for children of single parent families.
- . A multi-purpose community centre was planned incorporating a medical centre, day care centre, community worker facilities and so on. The total cost was estimated at \$650,000. After further study, the concept was abandoned since it was felt that it would have duplicated existing services and facilities with the exception of the medical component.

- . A youth drop-in centre to be established at Ogden Community School to incorporate counselling services, casual work service, recreational programs, etc.
- . A community centre in East End Park to be constructed, which might include craft rooms, offices, an indoor swimming pool and a gymnasium.
- . Acquisition of a portion of the land along the Kaministiquia River, presently owned by the C.P.R., for development for recreational purposes.

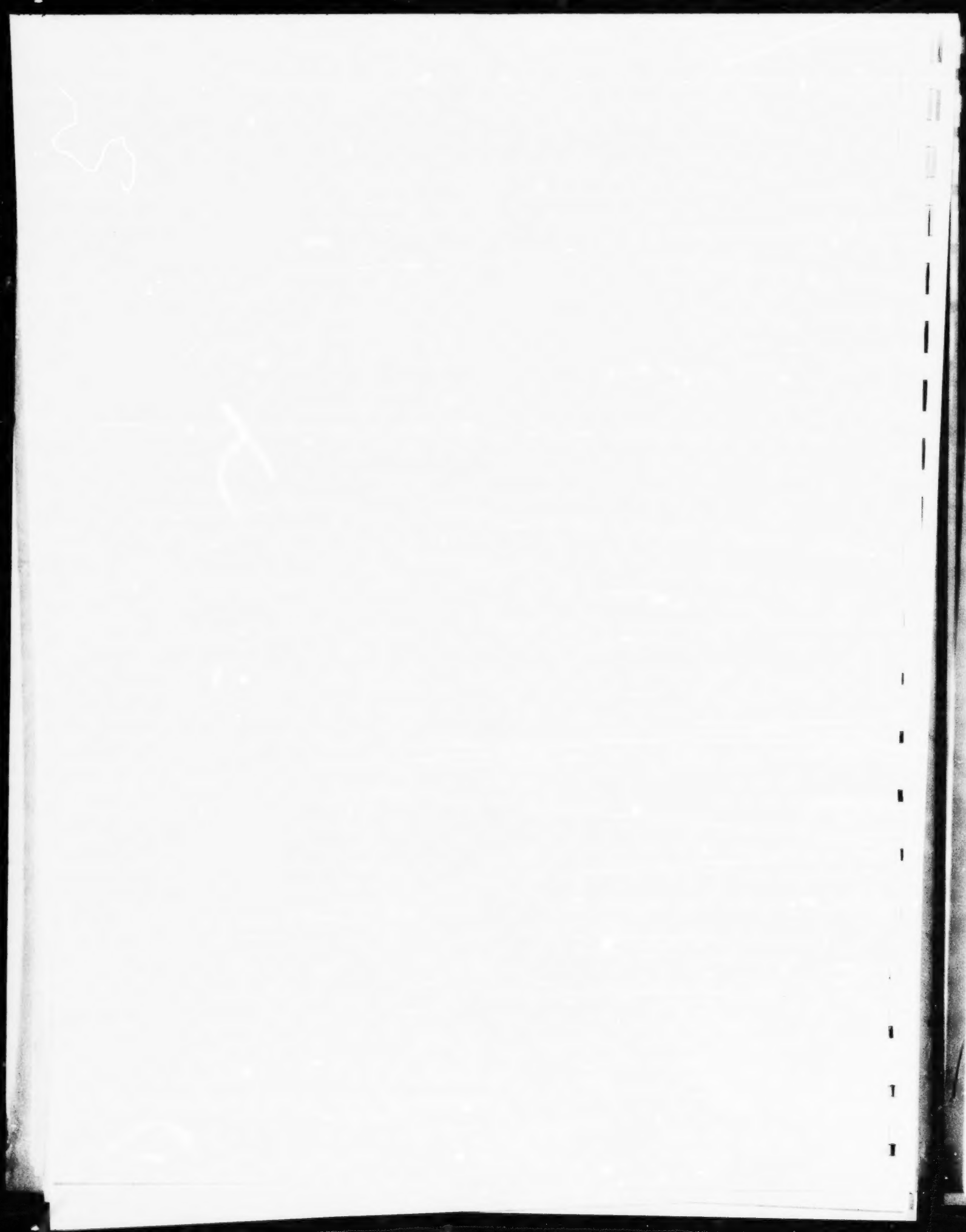
2.8.4 Conclusion

NIP resulted in many benefits to the Ogden-East End neighbourhood. Without NIP this area would probably have deteriorated sharply. In summary the main beneficial impacts have been:

- . Parks throughout the neighbourhood have been improved. Minnesota Park, for example, will be a viable recreational facility for many more years. Also, the creative playgrounds at Minnesota and Charry Park have been successful in broadening the scope and nature of play activities available within the area.
- . The parkettes have improved the area aesthetically by using formerly vacant unkept lots. They are now well used by both senior citizens and children.
- . Ogden-East End has a high percentage of senior citizens that have lived in this neighbourhood for most of their lives and the construction of two senior citizens apartment buildings will enable older residents to remain in their own neighbourhood if they choose.
- . The renovation of the Magnus Theatre and improvements to Charry Park have changed the perception of the East End in the minds of many Thunder Bay residents -- from negative to positive. Patrons of the Magnus Theatre come from all over Thunder Bay, and the theatre has had several successful seasons. With the improvements in the East End, Magnus applied for a Wintario grant (\$50,000) for major renovations. Sloped seating, carpeting, enlarged lobby space, new washrooms and paint have resulted in a cleaner and brighter theater with seating for 200 people. Once a year Magnus puts on a free performance for the residents of the neighbourhood in an effort to develop and maintain a good relationship with its immediate neighbours.

- . A single family home in this neighbourhood in 1975 sold for \$22,937 and in 1980 \$37,749. Housing in the neighbourhood appears to have kept up with inflation (10% annum), but no more. It still accommodates the residents who lived there before NIP.
- . NIP and RRAP together stimulated private rehabilitation throughout the neighbourhood. New residential construction has also taken place.
- . Public participation in NIP assisted the residents to get to know more about city hall and "to be able to get things done" in their area.
- . Upgrading of the municipal services, road, sidewalk and sewer by the municipality has benefitted all those concerned.

The improvements to the area have rejuvenated the neighbourhood both physically and visually. It should remain a viable, healthy low-to-moderate-income area for some time into the future. There is no evidence of unforeseen negative impacts. Similarly, no administrative problems were mentioned during the course of our interviews.





3

Conclusions

3.0 CONCLUSIONS

Without exception we can conclude that the Neighbourhood Improvement Program in the seven municipalities had an overwhelmingly positive community impact. In each instance the Program met defined neighbourhood needs before the neighbourhoods had deteriorated to a point beyond repair.

In no case did we observe substantial negative community impacts, such as a loss of jobs with the removal of industry, increased traffic problems elsewhere in the community or major residential displacement.

Generally the NIP projects met the six program objectives we identified in the first chapter. Certain specific problems did appear and these indicate areas where changes and improvements might be necessary in future programs of this type. These and our conclusions will be set out below by subject area.

Each municipality is, of course, unique and the individual neighbourhood programs were often quite different in content, as well as in scale. We cannot make sweeping generalizations about the entire program from our case studies. However, for the guidance of future programs, we will discuss significant common threads that ran through several communities and indicate possible improvements and new directions.

Our recommendations for future action follow in the next chapter.

3.1 HARD SERVICES

Hard service improvements, such as storm sewer installation, road re-surfacing, and sidewalk construction, were definitely required in each of the neighbourhood improvement areas examined. Improvements of this type eliminated existing environmental and potential health problems, including flooding in Grimsby and Prescott, and traffic circulation and volume control in Ottawa. These hard service works also often enhanced the neighbourhoods visually when streets were resurfaced, and curbs and gutters constructed.

In most cases, though, NIP did not pay for all the hard service improvements. Additional funds were received from other government programs (including

Ministry of the Environment and Ministry of Transportation and Communications) and/or the municipality contributed the necessary dollars. In Cochrane's case, for example, funds for sanitary sewer installation were received from Environment, while in Thunder Bay the required sewer works were paid for out of the capital works budget.

Consequently NIP assisted in the physical renewal of needy neighbourhoods in two ways:

- functioning as a catalyst to stimulate municipal and private investment in an older deteriorated neighbourhood;
- speeding up municipal works that might have taken the municipality a long time to do. It is important to note that the financial health and size of the community also contributes to its ability to finance complementary works. Cochrane (4974 pop.) for example, had to borrow \$40,000 to fund its portion of NIP; additional dollars were not available in its capital works budget to undertake the costly installation of sanitary sewers. In contrast Thunder Bay was able to spend \$2 million dollars in complementary capital improvements in Ogden-East End during the NIP period.

Our perception at the outset of our review was that communities might be tempted to use NIP as a substitute for a capital works program. The actual expenditure of money in the case study communities does not bear this out; at least equal and sometimes more funds were spent on soft service improvements.

3.2 SOFT SERVICES

The financial incentive for soft service improvements appears to work well. Although some municipalities would have been less eager to carry out such works if financially it had not been in their interests to do so.

As a result of the program emphasis in this direction some unique and imaginative projects were developed, such as the creation of the Forwarders' Museum in Prescott, the purchase of the Magnus Theatre in Thunder Bay, and the development of a large adventure playground in Cochrane. These helped create an all-round better living environment for the entire community and added interest for visitors.

Especially in the case of smaller municipalities, the new or improved facilities often serve the entire community, not just the neighbourhood. In smaller towns the entire community, not just the improvement area, should probably have a say in the type of soft service improvements to be done. Alternatively, it might be appropriate to designate some entire small communities as improvement areas. Under the NIP guidelines, of course, neighbourhood eligibility criteria were strictly defined and it was not possible to include an entire municipality.

Soft service eligibility criteria was an area of concern that we identified. There was difficulty at times in determining whether a particular item was a hard or soft service, for example, streetscaping in Ottawa, or whether an item was eligible for NIP funding at all, e.g. the landscaping improvements to King Street in Prescott. Often these deliberations resulted in a considerable loss of time in implementation. A solution to this problem is nevertheless quite difficult to find, since a flexible definition of soft/hard services enables a municipality to develop a program tailored to its exact needs.

3.3 LAND ACQUISITION

The purchase of a few scattered properties in Ogden-East End (Thunder Bay) appeared to work better, cost less and engender less controversy than the wholesale acquisition of industrial land in Laburnham (Etobicoke). The resulting Etobicoke parkland will have cost approximately \$600,000 per acre. There was also no community consensus on how to use the industrial lands; this contributed to the problems encountered in Laburnham.

It is interesting to note that the Laburnham project resembled in this respect the earlier approach under the former urban renewal programs.

The relocation of households for land purchase did not appear to be an issue in any of the case studies.

3.4 PROPERTY STANDARDS

To be eligible for NIP, the municipalities were required to pass a property standards by-law. The purpose was to ensure that public funds were protected, by preventing deterioration of properties. This also provided a link to RRAP and OHRP.

In all the case studies, the municipalities did not take the initiative in enforcing the by-law. They reacted to complaints for the most part. And in the smaller municipalities there was a strong reluctance to formally enforce the by-law except in the case of an abandoned or derelict property. Often social pressure was used instead and achieved similar results.

Nevertheless, this Program requirement forced municipalities to think in this direction and to follow through with a property standards by-law, if one was not in place already.

3.5 PUBLIC PARTICIPATION

The public participation dimension of the Program seemed to lose its momentum toward the latter stages of the Program. Larger municipalities appeared to be more committed and inventive in their approaches to this process than smaller centres.

In all a wide variety of approaches was used to involve residents in NIP: from a few public meetings to decision-making working committees of council.

The involvement of residents in the process did work most often to create better links between the municipality and residents.

Where extensive participation occurred it did lengthen the process, particularly in the selection of improvements. In some instances there was also protracted disagreement between residents and the municipality. This may discourage extensive public involvement in the future in this particular municipality.

3.6 ADMINISTRATION

The methods used by each of the municipalities to carry out NIP differed and were related to the size of the municipality, the municipal organization and the size of the NIP budget to be administered.

NIP had the greatest financial impact on the smallest municipalities. In Prescott, for example, the municipal portion made up 100 percent of the Town's capital works budget over the life of the project. In comparison, the municipal contribution to the Centretown 4 NIP area comprised less than 1 percent of the City's capital works budget.

For the most part the municipalities met or were under budget. Ottawa and Grimsby spent less than they anticipated. The known financial limits appear to have been a positive feature of the Program.

On the other hand, five of the seven municipalities did not complete their projects on time. A number of factors contributed to this problem:

- delay in approvals by senior levels of government;
- delays resulting from the public participation process;
- difficulties constructing during the winter season.

Organizationally there did not seem to be any major problems with the administration of NIP at the local level. The main responsibility for NIP often differed, though, ranging from the clerk, to a single NIP coordinator, to an independent department, to an existing department.

3.7 REHABILITATION

NIP worked extremely well as a neighbourhood rehabilitation program, particularly in combination with RRAP. Further deterioration of these older residential areas was halted and these programs together provided a vehicle and the incentive for residents to help themselves.

Although the value of properties increased (in some case study communities, the increase was quite high) the neighbourhoods have all still retained their supply of low and moderate income housing stock. The upgrading of public facilities and services has not stimulated an influx of whitepainters, for instance. And in certain communities a larger number of landlords took advantage of RRAP improvement loans to improve rental accommodation. We could not determine why this occurred in some areas and not others, although in some there appeared to be a bigger supply of rental housing.

This rejuvenation of the neighbourhoods also resulted in spin-off development. In every case except Ottawa, (where there was no vacant land) new housing was constructed in the NIP area.

There was evidence, however, that a more comprehensive program for community renewal would be supported at the local level. Commercial properties bordering or in the improvement areas (in the case of smaller towns, this would be "Main Street") could also have made use of rehabilitation funding.

3.8 ELIGIBILITY CRITERIA

There were three areas where concerns were expressed over eligibility criteria:

- the eligibility of items funded by NIP: whether or not they were considered a hard or soft service.
- the drawing of neighbourhood boundaries: sometimes quite artificial neighbourhoods are created by this process, especially in smaller towns where the whole community might legitimately be considered a neighbourhood. Another instance of where gerrymandering might occur is if there was not an adequate percentage of residential land use.
- the selection of communities eligible for NIP funding: one municipal official described the process as "Russian Roulette". It appeared from our discussions with local people that they did not clearly understand how the selection process worked and why one "eligible" municipality received funds and another one did not.

3.9 THE REDEVELOPMENT PLAN AND PLANNING

In some of the municipalities a plan, showing the needed improvements, had already been prepared under the earlier Urban Renewal Program. With a few changes this plan then became the Redevelopment Plan under NIP.

In the case of Etobicoke for example this created difficulties, because residents on the NIP working committee did not agree with the previously adopted social housing goals.

On the whole the selection, planning and implementation stages of the NIP process were carried out separately from the local municipal planning process. The Redevelopment Plan was viewed as a completely separate

document from the Official Plan, which usually contained only a very general statement on rehabilitation. Rehabilitation was viewed as a program-related not a planning related activity.

The City of Ottawa was the only place where the Redevelopment Plan and NIP contributed directly to the planning process. The Centretown Secondary Plan had been under preparation prior to NIP and the Redevelopment Plan reiterated the objectives and actions proposed in the Secondary Plan. Thus the monies available under NIP enabled the City to implement this Secondary Plan.

Future community improvement programs should probably contain criteria or provisions to ensure that improvement area (or project) planning is part of the larger and more comprehensive municipal planning process. It is important that the "project plan" be a part of the overall plan for the community.



4

Recommendations

4. RECOMMENDATIONS

The Neighbourhood Improvement Program has proved a substantial success in the municipalities we examined and there appears to be an on-going need for senior government assistance in this area. From the Ministry of Housing's viewpoint, with its expressed interest in community renewal, funding for the development and/or improvement of hard and soft municipal services should be continued. There are, however, four major changes we think should be considered.

First of all, the Program should not necessarily be limited to residential neighbourhoods. It could be expanded to take on a more comprehensive function in terms of community renewal. This is particularly the case with smaller municipalities where there are no separate neighbourhoods as such and where the downtown and surrounding residential districts impact very strongly on one another. Prescott is an example where an expanded approach to NIP was taken and where all of the older parts of the Town were rejuvenated. In larger communities as well, neighbourhood commercial and even industrial uses should benefit from such a rehabilitation program. Consequently, the neighbourhood eligibility criteria could be redefined to allow scope for this broader approach if the municipality wished to do so.

The second recommendation is closely linked to the first. There appears to be significant differences between larger and smaller municipalities in types of problems, financing and municipal organization. It makes sense to develop a two-level program which would be sensitive to the needs of each. This would also allow a more comprehensive application of Provincial programs and would enable communities to plan for and implement substantial renewal plans. For example, Main Street, OHRP, ONIP and any future funding initiatives could be combined or developed into a community improvements package. Such an approach would be more conducive to a truly community-wide renewal process, particularly in smaller urban areas. In larger municipalities this would allow the inclusion of commercial strips within NIP areas.

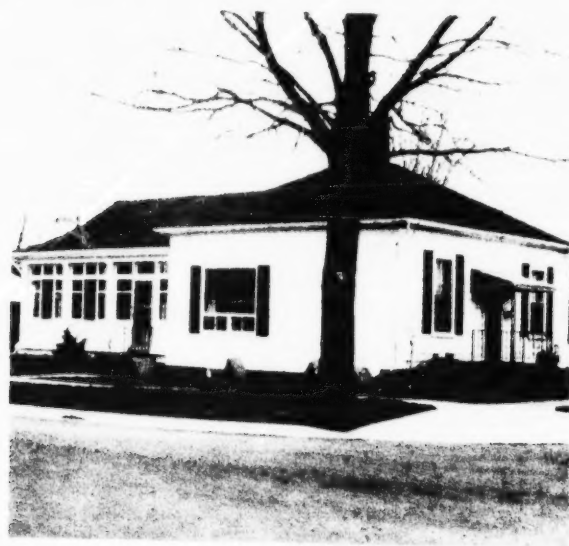
The third recommendation concerns financing. A number of case study municipalities supplemented their share of NIP's cost with other Provincial government funding sources. None of the municipalities we talked to had

encountered any financial hardship although two, and possibly a third, had to raise debentures. There was nevertheless the perception of NIP as a free or almost free "hand out". For maximum utility of scarce funds as well as to engender more municipal interest and commitment, the possibility of cost-sharing on a 50-50 basis is highly advisable. Municipalities might also be encouraged to raise more private funds from organizations or individuals as did Prescott and Cochrane.

The fourth recommendation has been alluded to throughout our report. That is that future funding for community improvement and renewal purposes should be tied to a requirement for related comprehensive community planning. The community renewal process should relate directly to current community planning actions in the municipality. And community renewal should be seen as part of that planning process, not simply a program-related activity.

Conversely, any approach to community renewal should include an assessment of the following, as integral steps in its planning process:

- . what is really needed;
- . the unique character of the community (physically, socially and economically);
- . the best location for the new facility or improvement;
- . a ranking in terms of priority of the activities or projects to be undertaken;
- . identification of the means of implementation.



Appendix A
and
Bibliography

APPENDIX A



LIST OF PERSONS INTERVIEWED

Town of Cochrane

Mr. L.J. Adshead - Clerk/Treasurer
Mr. Bertrand - C.M.H.C., Timmins
Mr. Blackwell - M.T.C., Cochrane
Mr. Coady - Building Inspector
Mr. J. Kerr - Road Superintendent
Mr. C.J. Kretch - Vice President, Knox, Martin, Kretch
Ltd.
Mr. Leo Kytola - resident, Hillcrest Neighbourhood
Town Councillors

Borough of Etobicoke

Mrs. Gladys Cruickshank - resident, Laburnham Neigh-
bourhood
Mr. Jack Ewing - Clerks Department
Mrs. Ruth Grier - Alderman
Mr. Hempel - Property Standards Officer
Mr. Al Higgs - Parks Superintendent
Mr. Pat Keaveney - Alderman
Ms. Connie Nichols - Director of Policy and Research
Division
Mrs. Lily Owen - resident, Laburnham Neighbourhood
Mr. Glen Thompson - Industrial Commissioner

Town of Goderich

Canada Mortgage and Housing Corporation - Kitchener

Mr. Roman Dzus - Planner, Huron County Planning
Department

Mr. Jon Ginn - Resident, East Side Neighbourhood

Mr. Ken Hunter - Public Works Commissioner

Mr. Larry McCabe - Clerk/Treasurer, NIP co-ordinator

Mr. Burns Ross - Consulting Engineer

Mr. Dave Schram - Planner, Proctor and Redfern,
St. Catharines

Mr. Don Scott - resident, East Side Neighbourhood

Mr. Paul Zurbrigg - Local Real Estate Appraiser

Town of Grimsby

Mr. Brian Bing - Acting Planning Administrator

Mr. Mel Brown - Building Inspector

Mrs. L. Coutts - Grimsby Historical Society

Mr. David Jarvis - Realtor, A.E. LePage Limited

Mr. & Mrs. Percy Mason - residents, Grimsby Beach

City of Ottawa

Mrs. I. Birch - Loan Administrator

Mr. J.G. Cloutier - Head/Neighbourhood Rehabilitation
Program - Community Development Department

Mr. P. Grandmaitre - - Division Head, Community
Development Department

Mr. P. Lebrun - Senior Planner, Area Studies Division

Mr. J.O. Moorman - Manager, Property Standards Officer

Mr. K. Pritchard - Property Standards Officer

Mr. Neville Trevor - Chairman, NIP Committee,
Centretown 4

Mr. Bill Quann - Realtor

Town of Prescott

Mr. K.O. Boal - Clerk
Mr. A. Hoogenboom - NIP Co-ordinator
Mr. J. Johnson - resident, Area 1
Mrs. S. Lawn - Mayor
Mrs. B. Marriner - Realtor
Mr. J. Morris - resident, Area 1
Mr. Solomon - Town Engineer

City of Thunder Bay

Mr. Doug Anderson - Property Standards Officer
Canada Mortgage and Housing Corporation
Ms. Margaret Frenette - Co-ordinator, Community
Revitalization
Mr. Wilf Hankkio - Engineering Designer
Mr. Paul Harper - Director of Planning
Mr. J.G. Kirkwood - Inspection Services Coordinator
Mr. Max Landiak - resident, Ogden-East End
Ms. Mary Lucas - Community Development Officer
Ms. Sally McMahon - resident, Ogden-East End
Ms. Diane Sutherland - resident, Ogden East End
Mr. Guido Tocheri - realtor, Midwest Realty
Mr. R.H. Wright - City Engineer

Community Renewal Branch - Ministry of Housing

Mr. Jack Brown, Director, and all his staff.

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